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The Rural Manpower Development Program (RMDP) is an agency of the New Jersey Office of Economic Opportunity established for the purpose of demonstrating the feasibility of a comprehensive manpower service for unemployed or underemployed disadvantaged people from the rural areas of New Jersey. Included in this achievement report is historical and background information about the RMDP, plus separate sections which discuss administration of the program, transportation, Nelson Amendment (Adults), Vocational Evaluation Centers, work experience, education, counseling, job development, medical-vocational rehabilitation, and program evaluation techniques. A related document is RC 002 660. (VM)

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NEW JERSEY OFFICE OF ECONOMIC OPPORTUNITY

RURAL MANPOWER DEVELOPMENT PROGRAM

HOMER A. BRUNO, CHIEF

APRIL 1968

RURAL MANPOWER DEVELOPMENT PROGRAM

HISTORY AND BACKGROUND

New Jersey is a pioneer in programs aimed at improving the social and economic lot of people whose principal handicap is being born poor. It became the first State in the Nation to begin to utilize the powerful new resources created by the national anti-poverty program. The State Office of Economic Opportunity was established on October 8, 1964, the very day that President Johnson signed the Economic Opportunity Act of 1964.

RMDP is one of several programs in New Jersey designed to serve as models in formulating new approaches or refining existing methods for dealing with education, training, and employment problems of the hard-core poor. RMDP's specific sphere of activities is confined to the rural sections of 17 of the State's 21 counties.

Evolution of Program -- When created in March 1965, the program limited its services to youth 16 through 21 years of age and was known as the Rural Youth Development Program (RYDP). In 1966, it was redesignated RMDP and its scope was enlarged to serve rural poor adults as well as youths.

Under both names, it has been, and remains, a work experience program and pre-vocational training program to demonstrate the feasibility of providing comprehensive manpower services to unemployed or underemployed individuals in rural

New Jersey. It already has achieved some significant successes in a relatively brief period, yet it is recognized that they constitute so far only a small remedy for a large malady. They do offer, however, a solid basis for continued progress toward the eradication of poverty.

In its first year of operations, the program was funded under Title I-B by the Neighborhood Youth Corps, by a demonstration grant from the Department of Labor's Office of Manpower, Automation and Training (OMAT), and by State contributions.

The present structure, serving impoverished persons of employable age, represents a merging of funds from an OEO Demonstration Grant, an OEO Nelson Amendment Grant (for adults), the Neighborhood Youth Corps, a re-allocation of OEO funds for medical services, and State funds.

Objective -- The primary objective of the program can be simply defined: To improve the employability of disadvantaged, unemployed or underemployed youths and adults from the rural areas of New Jersey by enabling them to augment their education, to develop sound work habits, to learn basic skills, and to compile a work experience record.

A highly successful innovation conceived and created by RMDP to acquire the evaluative information essential to achieving the program objective is the Vocational Evaluation Center (VEC). New Jersey presently has three such Centers. Two of them opened in 1966 and the third began operations in June 1967.

Achievements -- Under the first phase of the program, RYDP served more than 800 youths, both male and female, who received work experience, group and individual counseling, remedial basic education, health services, on-the-job training or job placement assistance. In the second phase, RMDP upgraded the employability of an additional 1,300 persons under contracts for the fiscal period ending March 31, 1967.

In the total program, more than 3,000 disadvantaged youths and adults have received services to date. At the present time about 320 are enrolled.

Of terminated cases to date, more than 40% have been positively placed. These include in excess of 1,000 satisfactorily employed, more than 300 others who entered the Armed Forces or the Job Corps, and the remainder having either been influenced to return to school or having been assisted in gaining continued assistance from other agencies more suited to their particular pre-employment problems.

In addition to the 40% Positive Placements, nearly all the closed cases have received some measure of health and educational improvement and exposure to vocational counseling. Over 1,000 enrollees have received remedial dental work, with more than 200 getting complete restoration.

During this period, RMDP has made significant contributions to the economy of the State and the Nation in all areas in which it operates. Hundreds of new taxpayers have been created, and almost without exception, they were either welfare recipients or potential welfare recipients. . . . .

Population: Among the numerous factors to be considered in creating a viable manpower service program, one of the most vital is the characteristics of the population to be served.

Although identified by the U.S. Census Bureau as the most urbanized State in the Union, New Jersey has many sparsely settled areas where sizable percentages of the total population live in poverty. The State's median annual family income increased more than 82% (from $3,720 to $6,786) between 1950 and 1960, yet welfare costs climbed about 237% (from $30 million to $101 million) in the decade from 1954 to 1964.

To date, about 90% of all enrollees have been male. Ninety-five percent are unmarried. Sixty percent are white, 36% Negro, and 4% are Puerto Rican.

Obviously, the ultimate objective of the NJOEO -- the eradication of poverty -- can be attained only by elimination of the factors which cause poverty. As in other American communities, the principal reason New Jersey's rural poor are poor is that they lack the education and training necessary to earn adequate incomes. Besides the reported steady rise in the total of school youth dropouts, 90,000 New Jersey adult citizens never attended school at all and half a million other adults have not completed even six years of schooling.

Rural New Jersey citizens have the same handicaps that are typical of the State as a whole, and, in addition, they have many diverse characteristics that magnify their deprivation, such as transportation problems and scarcity of job opportunities.

In a typical New Jersey rural county, more than 3,000 homes have no running water. And many of the residents of such homes are so economically, educationally, emotionally, and culturally deprived that not only do they not have jobs, but they are not capable of getting or holding jobs without massive assistance.

Rural New Jersey is traditionally divided into three regions, North-Central-South, and RMDP has created three regional organizations to operate its manpower program. The economy of the eastern sections of Central and South centers around the seashore recreation industry. In the southern and central parts of the State, the prevalence of farming limits the opportunities for any employment at all, and the seasonal nature of farming further curtails the chance for full-time employment. The rural northwest has farming and light industry.

Summary -- It was a challenge to organize a single program that would have validity in all areas of rural New Jersey. It was realized that a simple work experience program (as in NYC) would not suffice because local resources could not provide the necessary supportive services and skill training. A program consisting only of on-the-job training and job placement (as in MDTA) would be insufficient because the rural poor were clearly unequipped to enter the employment world due to a combination of handicaps that included rural isolation, inadequate education, lack of work experience, and social deprivation.

The challenge was met by a unique program of multi-funded services designed to make the unemployed poor employable, to provide the underemployed poor with the skills to enable them to earn adequate incomes.

It is recognized that, at this relatively early date in the New Jersey rural program, not enough time has elapsed and not enough data has been compiled to furnish very many definitive answers. Certainly no effort is made here to educe major conclusions from small facts. Nevertheless, there already have been some immediate and discernable results.

Accomplishments to date have demonstrated the feasibility of the establishment and operation of comprehensive manpower evaluation services which have developed programs and capabilities for utilization by other anti-poverty programs in identifying, analyzing, and assisting indigent citizens in urban areas as well as rural.

RMDP has exposed the crucial need for a greater knowledge of the capabilities and the limitations of each applicant for the services to be supplied. The program has proved the efficacy and the economy of a comprehensive evaluation process to determine the greatest potential for each individual tested in the program. Competent evaluation is essential to insure that every enrollee will receive suitable training designed to build upon his strengths and avoid his weaknesses in the vocational field.

The Vocational Evaluation Centers are providing a systematic, professional method of acquiring evaluative information to determine the educational, psychological, aptitudinal, motivational, social, and skill needs of the rural youths and adults being served.

The Centers also provide on-going consultative and in-service training facilities to existing manpower programs in New Jersey's rural areas and serve as the professional base of field operations for RMDP. This program is helping to develop professional and administrative guidelines for the formation of similar State or local manpower services in other rural areas of the Nation.

THE RMDP PROGRAM

INTRODUCTION

The Rural Manpower Development Program is an agency of the New Jersey Office of Economic Opportunity, established under the Federal Economic Opportunity Act. The primary purpose of the program is to demonstrate the feasibility of a comprehensive manpower service for unemployed or underemployed disadvantaged people from the rural areas of New Jersey.

The Rural Manpower Development Program is funded through a number of federal sources, including the U.S. Office of Economic Opportunity, the Bureau of Apprenticeship and Training, the Neighborhood Youth Corps, and State funds. This combination of funding sources permits a comprehensive program including many diversified services.

Specifically, there are four phases of the Rural Manpower Development Program:

(1) Recruitment and Intake

(2) Vocational Evaluation Program

(3) Work Experience Program

(4) Skill Training and Placement Services

RECRUITING AND INTAKE

Intake for enrollment in the RMDP occurs in two ways: first, direct recruitment by the staff of the Program through visits to deprived areas; and second, through referrals by a variety of other agencies working with disadvantaged people.

Recruiting from all sources is done on a regular basis so as to insure an even flow of enrollees into the program.

Enrollees, both male and female, are categorized as follows: (1) 16 to 21 years of age; and (2) over age 21. The youths are paid $1.40 an hour during a three-week evaluation period and while enrolled in the work experience program. Adults are paid $1.60 an hour for thirty hours a week during the three-week evaluation and $1.65 an hour for thirty hours a week thereafter. In addition to the pay received, transportation is provided for the enrollees to and from the work sites.

Qualifications for admission to the program have been set cooperatively by the State and Federal governments and are based on the individual's need for the services provided. Potential enrollees must be either unemployed or underemployed and must meet specific income criteria based on family size:

Family of 1 - $1,540
2 - 1,990
3 - 2,440
4 - 3,130
Family of 5 - $3,685
6 - 4,135
7 - 4,685
(Add $550 for each additional family member)

The program is designed mainly for high school dropouts; however, graduates with serious employment problems can be accepted.

VOCATIONAL EVALUATION PROGRAM

Individuals are accepted into the Vocational Evaluation Center in two separate ways: first, as RMDP enrollees, scheduled for the complete program; second, as a referral to the Center for evaluation services only, to be returned with a diagnostic profile to the referral agency upon completion of the evaluation.

The overall purpose of the evaluation is to determine the area of greatest potential for each evaluee. In so doing, we are able to provide or suggest suitable training which will build upon the individual's strengths.

The total evaluation process includes:

(1) Orientation -- This is a brief, but vital, part of the evaluation. The evaluee is told of the services available to him, the benefits and limitations of the evaluation, and is given a simple explanation of the evaluation process. A complete presentation of the total RMDP Program is also given, because, despite prior explanations he may have received, the evaluee often clings to his own misconceptions of what he will learn in the coming weeks.

(2) Psychological and Educational Testing -- The Evaluation Center staff has compiled a battery of standard psychological, educational, vocational interest, and aptitude tests that are particularly suited to educationally deprived people. Both verbal and non-verbal tests are administered over a two-week period and help the staff prepare a comprehensive vocational plan. Test scores and interpretation are incorporated in the evaluation profile.

(3) Medical and Dental Service -- This facet of the program includes examinations and remedial services which are provided to all RMDP participants. Carried out in cooperation with the New Jersey Rehabilitation Commission, the services begin

with examinations soon after the evaluee arrives at the Center and continue until job related medical and dental problems are overcome. These same services are continued, even after employment, if the individual meets certain basic qualifications.

(4) Educational Classes -- Designed to improve job readiness, these classes are heavily vocationally oriented. Evaluees learn the ABC's of job application, job hunting, employer expectations, and similar subjects. Use of a ruler, basic good work habits, employment interview conduct, and completion of employment application forms are taught during sessions that are informal and relaxed.

(5) Vocational Evaluation -- This innovative technique utilizes a sample work assignment approach that attempts to determine the basic vocational areas in which the evaluee has greatest potential. Work assignments have been designed in a number of areas and others are being developed. In actual work situations, doing simple, standardized tasks in carpentry, auto maintenance, welding, painting, janitorial, electrical, furniture refinishing, electronic assembly, and clerical work, the evaluee has a chance to find out what he enjoys doing and to express his feelings about certain kinds of work. Findings of this evaluation become a part of the evaluation profile.

(6) Counseling Services -- Both individual and group counseling sessions are conducted regularly during the evaluation. While the counseling is vocationally oriented, the counselors also attempt to identify and assess attitudes and

problems which may affect the evaluee's employability. Evaluees are encouraged to reach appropriate vocational decisions and make realistic plans on their own.

(7) Final Evaluation Conference -- This conference is one of the high points of the evaluation process. During the third week of evaluation, all staff members who have worked with the individual come together to present their observations and opinions with regard to the evaluee's vocational future. The results of this conference are presented to the evaluee as recommendations before the evaluee leaves the Center and also become a vital part of the final Evaluation Report.

The following conclusions are reached by conference participants:

1. Areas of greatest vocational potential.
2. Level of present ability; present interests.
3. Decision as to whether to recommend immediate job placement, further training, placement at an RMDP field work site, return to school setting, referral to the Rehabilitation Commission or Job Corps for special vocational training.
4. Educational recommendations.
5. Counseling techniques which might be beneficial to the enrollee.

WORK EXPERIENCE PROGRAM

The Rural Manpower Development Program, in cooperation with numerous township, county, state, and federal agencies, has developed a program to increase the employability of both youths and adults who have a history of unstable employment. Participants in this program are engaged in carrying out a number of projects beneficial to both the public and the individual enrollee. This program is designed to better orient the enrollee to the actual demands of regular employment such as punctuality, cooperation, regular attendance, ability to follow instructions, and development of other good work habits.

Personal development is important to people who have experienced very few, or perhaps no significant periods of successful employment. While in the Work Experience Program, the enrollee may work in any of a number of fields, such as: plumbing, carpentry, auto maintenance, clerical, painting, electrical or sheet metal fabrication. In each georgaphic region there are military bases and state administrative offices used as work sites.

We recognize that low educational achievement can be an individual's most serious employment handicap. To help the RMDP enrollee overcome this handicap, we have instituted an educational program which consists of a number of programmed educational packages. These actually raise both the reading and arithmetic levels of the participants. Daily classes are conducted in an informal manner, and most of the material is directly related to vocational advancement.

In addition to the educational facet of this program, all enrollees receive regular counseling services, both in groups and individually. The enrollee is encouraged to make realistic conclusions about himself and his vocational future. The counselor also assists the enrollee in planning for skill training and job placement.

SKILL TRAINING AND PLACEMENT SERVICES

At the end of the evaluation process, or at any time during participation in the Work Experience Program, an RMDP enrollee may be classified as ready for job or training placement. The job development staff often arranges further training for an individual through the U.S. Department of Labor's Institutional or "On-The-Job" Training Programs through the Manpower Development and Training Act. It should be clear, however, that job development activity is centered around the needs and capabilities of the enrollee. The job development staff seeks appropriate skill training or employment for the individual based upon his vocational skills and interests, results of the evaluation, performance at the work site, availability of transportation, and other factors.

Once placed in training or employment, all individuals continue to receive follow-up counseling and health services. Follow-up is the joint responsibility of the job development and counseling staffs. The case (which is in a follow-up status for at least six months) is not closed until both staffs are satisfied that successful training and successful employment has resulted.

ADMINISTRATION

From the beginning of New Jersey's rural anti-poverty program, there has been a constant, conscious effort to limit administrative staff to the minimal level essential to proper fulfillment of existing responsibilities.

Changes have been made in staff structure as the program has progressed. Neither the administrative staff nor the field operations staff has been a static organization. Both have been aware of, and responsive to, problems and faults as they developed, and structural reorganizations have been effected promptly when developments have indicated such a need.

Multi-Funding Sources -- Numerous resources, administered by many different agencies, are available to a program providing the services required to enable disadvantaged individuals to get and keep a job at an adequate wage. RMDP has endeavored to utilize the suitable resources, including supportive services available from State agencies in the local communities as well as funding from different Federal and State sources.

The initial phase of New Jersey's rural program, confined to youth aged 16 through 21, was funded as follows under two contracts which have now been completed:

Neighborhood Youth Corps	$929,610
Office of Manpower, Automation, & Training	291,050

The second phase, comprising both youths and adults, was funded under contracts as follows:

OEO Demonstration Grant	$742,061
OEO Nelson Amendment Grant	444,478
Neighborhood Youth Corps	322,170
Bureau of Apprenticeship & Trng.	254,441
OEO Medical Services	134,000*
Governor's Emergency Fund	100,000**

* This sum represented a reallocation of funds by OEO from the State Department of Health to RMDP for remedial health services to enrollees.

** In addition to this cash contribution in State funds from the Office of the Governor, the State also has provided in-kind contributions of $209,300 to date. Since the training, evaluation, or work experience of many enrollees overlapped from the first phase to the second phase of the program, it is impossible to break down the overall total of State in-kind contributions between the two phases.

In the third phase, starting June/July 1967, the original OEO Demonstration Grant was extended by additional funding and new agreements were obtained from the Bureau of Work Programs, Department of Labor, for Nelson Amendment (adults) and Neighborhood Youth Corps as follows:

OEO Demonstration Grant	$468,809
BWP Nelson Agreement	444,270
BWP NYC Agreement	531,190
State of NJOEO Cash Contributions	157,000

Unexpended OEO funds for Medical Services amounting to $99,000 have been carried forward for continued remedial health services to enrollees.

Inter-Agency Relationships -- One of the most impressive accomplishments of the RMDP administration has been its ability to work with other governmental and non-governmental agencies for the purpose of enhancing services to the poor:

> It is the unique inter-locking relationship with the State Rehabilitation Commission which enables medical and dental examinations and services to be made available to RMDP enrollees. RMDP enrollees are receiving these vital services that they otherwise would not have gotten.
>
> Months of negotiations with the State and County vocational education officials have brought about a close linkage between Evaluation Center operations and MDTA Rural Multi-Skill Centers. This affords maximum utilization of skill training for RMDP enrollees.
>
> Close cooperation with the Division of Employment Security has brought about the out-stationing of a DES Representative in the VEC's. An Employment Counselor is available in each Center at least one day

per week and assists RMDP staff in making DES services available.

Scores of agreements with host agencies for the Work Experience Program have been reached whereby the governmental or non-profit agencies provide opportunities for varied work experience in return for the work performed by the enrollees.

RMDP, in conjunction with the NJOEO's new project for making public employment more available to the poor, is striving for closer cooperation with other State agencies for the purpose of seeing to it that still larger numbers of RMDP enrollees become permanent Civil Service employees.

RMDP has continuing negotiations with Community Action Agencies for the purpose of executing on-the-job training contracts to provide skilled employment throughout the State. RMDP also works closely with probation and parole officials, public assistance agencies, Children's Services agencies, and others in an attempt to make services available to those people who have the greatest needs.

Internal Reorganizations -- From its inception early in 1965, RMDP has recognized the need for a flexible administrative posture. As new programs were developed, and as changing conditions required, major changes in the administrative structure were undertaken.

At the out-set, RMDP operations were centralized in Trenton with all of the important decision making taking place in the Administrative Office. As field operations became more wide-flung, it became advisable to decentralize the decision making process. Regional headquarters were established.

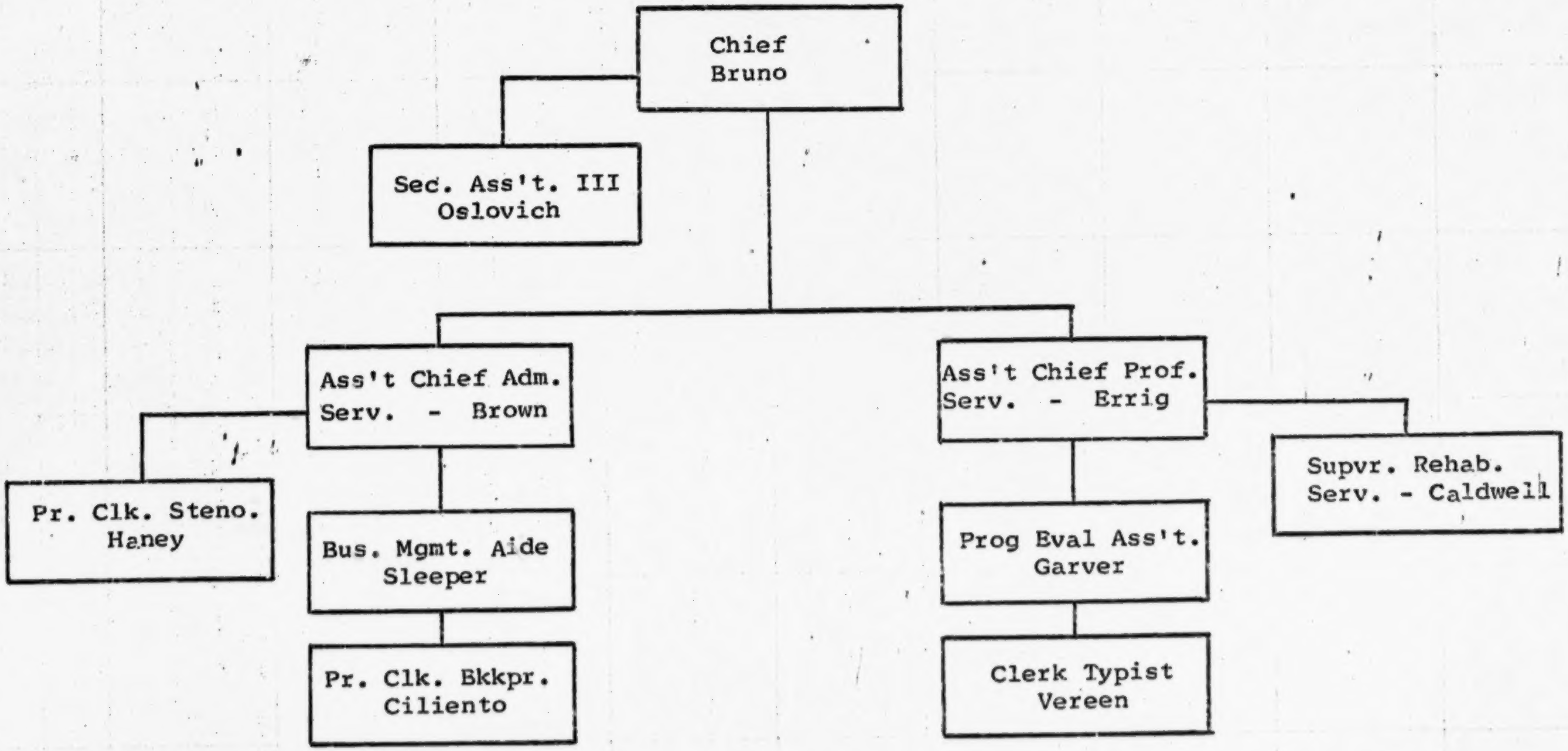
From this evolved line and staff functions with such activities as counseling and education becoming staff functions.

With the coming of the Vocational Evaluation Centers, there was an initial effort to maintain the Center operations and the Work Experience Program as independent entities. This short-lived experiment proved to be unsuitable and the present structure in the field, therefore, represents a merging of the Vocational Evaluation Center operations and the Work Experience Program into one unit under the direction of a Regional Manager. This arrangement has proved to be the most efficient structure yet devised.

However, as circumstances and conditions change in the future, RMDP expects to maintain its flexible policy with regard to the administrative structure. As needs require, additional changes will be made. While wholesale changes have a potentially unsettling effect, staff has come to appreciate that these changes are a reflection of a healthy, vigorous forward looking policy.

RURAL MANPOWER DEVELOPMENT PROGRAM

ADMINISTRATIVE STAFF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February 1968

TRANSPORTATION

Transportation in the Rural Manpower Development Program is an enormous problem that is peculiar to a rural poverty program. Staff must go to clients; the clients cannot come to the staff personnel, as in a big-city program.

During the three-week evaluation period, the evaluees must be transported from pick-up points near their homes to the Vocational Evaluation Center serving the Region in which they live and, at the end of the day, transported back to their home areas.

During the longer work experience and multi-skill training portions of the program, the same service is necessary between homes and work or training sites.

All transportation is provided on a day-haul basis since the Evaluation Centers and the work-sites are not residential in nature.

No single aspect of RMDP is more crucial than its response to the lack of transportation in New Jersey's rural areas. The problem of transportation impinges on all components of the program, from initial recruitment to follow-up of youths and adults placed in employment or on-the-job training.

The continuing need to bring services to clients and clients to services affects not only the quality and depth of services to the rural poor, but administration, staffing, communication, budgeting, and reporting as well.

Besides the transportation of enrollees in the program, staff travel costs are high. About two-fifths of a Counselor's normal work-week is spent in an automobile, as he moves from one area to another bringing counseling services to enrollees at work-sites or bringing enrollees to a job interview or a medical diagnostic or treatment appointment. A sizable portion of the Field Supervisor's productive time is devoted to bus transportation of enrollees. Job development and placement services in RMDP must explore and exploit scores of "job markets" which are convenient to the homes of hundreds of enrollees who either are or will become job-seekers.

In addition to being a major problem and an important cost item, transportation is a constantly changing problem since it is related to the area of recruitment.

It is no exaggeration to report, (1) that every facet of the entire program is reliant on transportation, and (2) that the program could not have discharged its transportation responsibilities within existing budgetary limitations without the assistance of GSA vehicles.

Vehicles are obtained from three sources: purchase, rental, or acquisition of GSA excess.

New buses are costly to procure but obviously less expensive to operate and maintain than used vehicles.

Rental buses cost $400 a month in rental fees for each bus, plus approximately $100 a month for gasoline, oil, and minor maintenance.

GSA buses are obtained free but in various states of disrepair and the original cost of rehabilitating them varies considerably. After they are made serviceable, they can be operated and maintained at a cost of approximately $150 a month. Even then, they have a relatively short operational life-span and are subject to frequent engine or transmission breakdowns.

GSA surplus passenger cars require initial rehabilitation costs that average $250 each for such items as a new generator, battery, tires, and carburetor, yet are not expensive to operate and they result in significant savings over mileage costs for staff travel.

Since RMDP is a demonstration project, this Report must stress the importance of a full-time member of the administrative staff to utilize GSA sources of vehicles, as well as consumable supplies; shop equipment and materials; office furniture, equipment, and materials; field and classroom equipment; and medical equipment for remedial dental examination rooms.

There are two classes of U.S. Government property, including vehicles, available to anti-poverty programs: Excess and Store Stock.

Excess is free. Such equipment or materials may be almost new (having been declared surplus due to obsolescence), may require extensive repairs, or may be usable with only minor repairs.

Store Stock must be paid for, but its advantage is the lower cost made possible by the U.S. Government's volume buying. Prices are shown in the Store Stock Catalogs, issued by Federal Supply Services.

There is no central file that will disclose what items are available from GSA in the Excess Property Category. Such knowledge must be obtained from one of three sources:

For items from Government agencies, GSA publishes a series of Excess Property Catalogs which are constantly being reissued and updated. Other excess Government items originate with contractors and they are identified in Excess Property Bulletins, also published frequently. The third source is the information obtained by the RMDP representative on regular visits to the "utilization desks" at GSA Regional Headquarters, where newly declared excess items are beginning the paper cycle leading eventually to public listing in Catalogs or Bulletins. It is mandatory to maintain constant liaison with the utilization officers at the GSA facility.

NELSON AMENDMENT ADULTS

In 1966, Section 205-D of the Economic Opportunity Act became effective. Sponsored by Senator Gaylord Nelson, this Amendment provides for services to chronically unemployed or underemployed adults. RMDP was one of the first manpower programs to incorporate a Nelson Amendment component within the framework of a broad manpower program. RMDP has been accepting adult enrollees under a Nelson Amendment Grant since May 1966.

Of the first 400 enrollees, 65% were male, 74% were unmarried, 97% had incomes of less than $3,000 per year, and 25% were over 50 years old. Generally speaking, adults served under the Nelson Amendment are multiply handicapped.

Frequently beset with serious physical and psychological problems, their educational deficiencies are considerable and deeply ingrained. They lack employment skills which would enable them to compete in the world of work. Many have little or no hope of improvement. Some are alcoholics.

It is apparent that restoration of employability in such individuals requires an intensive combination of basic education, counseling, medical rehabilitation, work experience, and job training.

Despite these handicaps, the Nelson Amendment enrollee, by and large, is often an excellent worker within RMDP's framework. He sometimes needs considerable motivation, but then he becomes a stabilizing influence upon age-mixed work crews, he tends to be more productive, and he is far more dependable than his younger counterpart. Absenteeism is extremely low and instances of disciplinary action are negligible.

Field Supervisors in the Work Experience Program report that the "Nelson" is more reliable in his work habits and can be left alone with an assignment, whereas youths need more supervision. Adult enrollees have been used in brief supervisory capacities on some work sites; one adult acts as an interpreter for the Spanish-speaking enrollees; another assists a Field Supervisor, who has a large crew, in carrying out his duties.

On occasions when age-mixed groups work together, the general quality of the work improves. A feeling of friendly competition exists between the adults and the youths -- the Nelsons do not want to be "outshone" by youths and the youths are determined to demonstrate that they can do as well as adults.

But RMDP experience with Nelson Amendment enrollees has proved once again the validity of a long-established truism: It's extremely difficult to rebuild hope.

Staff personnel have no knowledge of whether the New Jersey adult enrollee is typical of other sections. But it has been discovered that the older New Jersey enrollees are so discouraged, so devoid of aspirations, so scarred by deep psychological traumas, that they are skeptical of RMDP's ability to find them a job even after preparing them for it.

On the contrary, many have indicated they would be perfectly satisfied with limited security and meager income if they could stay in the program indefinitely. They are reluctant to knock on doors again in pursuit of a job.

It is obvious, then, that a primary and constant task for program staff is to motivate adults without hope, to rekindle ambitions that are long dormant and frequently extinct.

As time in the program goes by, and after exposure to both individual and group counseling, most of the adults become somewhat less withdrawn, insecure, and introspective. They become less ashamed of their present position in life after they come to understand, through counseling, that many factors beyond their control contribute to their limitations, that at least some of these factors can be removed, and that their present condition is not unchangeable.

Adults accept the initial medical and dental examinations more readily than youths. This is probably just an indication of maturity, although it may denote an awareness by the adult enrollees of the relevance of physical rehabilitation to future employability.

Adults also have a far greater need for psychological and psychiatric treatment than the younger enrollees. Among the adults are psychotics, neurotics, and alcoholics. The problems of the adults are usually overt and observable, not latent as is often the case with youths.

Neither adults nor youths are initially receptive to the opportunity to acquire greater literacy in basic education classes. On the one hand, adults seem more ashamed of their lack of education; on the other, the youths' rejection of formal schooling has been more recent, more easily remembered.

Of course, it is true of all age groups that an individual who has fled from a structured educational system, and finds a teacher standing over him oppressive, won't react favorably to a formal educational environment. The Nelson adults are no different from the youths in this respect, but, in the informal RMDP environment, education becomes less threatening. After overcoming initial reluctance, the response of many of the adults has been impressive.

After the Nelson adults started moving into the program in May 1966, slightly over 400 cases had been terminated by December 1967. For various reasons only 375 of these cases were evaluated. About 150 of the terminated cases did not remain with the program since they were returned to the agencies who had referred them to us for evaluation services only.

The 225 who were evaluated and who remained with the program were terminated as follows:

Reason for Termination	No.	%
Satisfactory Employment	19	8
Referred to Other Agencies for Assistance	34	16
Worked Less Than 5 Days	23	10
Loss of Interest	51	23
Left State	18	8
Institutionalized	3	1
Incarcerated	5	2
Whereabouts Unknown	16	7
Behavior - Disciplinary	7	3
Unemployable	12	5

Note: There were 23 cases still in follow-up status as of January 1, 1968. These cases have not been officially terminated since their employment term has not yet reached six months.

VOCATIONAL EVALUATION CENTERS

The first Vocational Evaluation Center in New Jersey -- for the Central Region of the State -- was dedicated at Freehold on September 22, 1966, by Vice President Hubert H. Humphrey. The Southern Region VEC was established at Millville and accepted its first enrollees on December 12, 1966. The Northern Region VEC started operations in June 1967 at a site adjacent to Lake Hopatcong in Landing, New Jersey.

On the basis of the experience covered in this period, this Report can cite the VEC as the source of some conclusive answers to crucial questions and as an example of how similar facilities might be established elsewhere to the benefit of both a manpower program and the evaluees it serves.

Pre-training, pre-work evaluation is mandatory to help identify the incentives and limitations inherent in each individual and to discover at the start the supportive services that can help remove or alleviate the principal obstacles to employability.

The core of an evaluation project is to measure clients on factors of employability and to determine which factors can be improved. A great deal of information is necessary before a sound evaluation can be made.

When the rural youth program started in 1965, the original screening device in use to register prospective enrollees provided insufficient information. It established little beyond the knowledge that the applicant was 16 to 21, out of school, out of work, and poor. It provided nothing to illuminate his vocational capabilities, true educational levels, or emotional factors. Yet these are facts that must be considered before meaningful assistance can be extended to the individual to assist him in becoming employable.

When the first Evaluation Center opened, the first group of evaluees comprised enrollees already obtaining work experience at work sites. As a result of the test administered during the three-week evaluation period, new insights into individual enrollees were possible.

This merely proved the validity of an assumption the staff had held from the beginning but had been unable to establish until structured evaluation was available: That comprehensive assessment would often disclose additional potentials and additional needs not previously discerned.

Recruiting -- Recruiting for RMDP occurs basically in two ways: First, direct recruitment by the staff through visits to depressed neighborhoods in the Region; and second, through referrals by a variety of other agencies working with the poor.

In addition, enrollees have been a major recruiting source among their friends and neighbors. Recruiting from all sources is done on a regular basis so as to insure an even flow of enrollees into the program.

Each Evaluation Center is geared to handle a group of 15 new enrollees starting each Monday for a three-week period. Thus, each Center may have 45 evaluees at any given time, with all three Centers handling up to 135 enrollees at all times.

The out-reach technique is employed by staff recruiters for "one-to-one" contact with prospective enrollees. However, it cannot be used effectively on a door-to-door basis to the homes in most rural communities because they are so sparsely populated. Contact normally is made at town centers where the poor congregate, such as cafes, taverns, pool halls, or drug stores, in and near migrant camps, and through county agents or probation officers.

The eligibility of youths enrolled in RMDP is determined by existing Neighborhood Youth Corps standards as to age, income, and the need for work experience. Adults are accepted according to the provisions of the Nelson Amendment.

Enrollees may be categorized in two groups: (1) Those 16 to 21 years of age; and (2) Those 22 or older.

Youths are paid $1.40 an hour for thirty hours per week during the three weeks of evaluation. They are also paid $1.40 an hour for thirty hours a week during the Work Experience portion of their enrollment.

Adults are paid $1.60 an hour for thirty hours per week during evaluation and $1.65 an hour for thirty hours per week thereafter.

In addition to these wages, transportation is provided for all enrollees to and from the VEC and to and from work sites. Also, training and transportation allowances are paid under MDTA for those persons who are enrolled in multi-skill training courses.

To qualify for the program, enrollees must be economically, socially, educationally, and culturally deprived. They must be unemployed or underemployed and must meet specific federal income criteria. Maximum family income levels range from approximately $1,500 annually for an individual to $4,500 for a family of seven, with an additional income of $550 permitted for each family member over seven.

School dropouts must have been out of school at least six months or, in the opinion of school authorities, can no longer benefit from regular schooling. The Dropout Status of such enrollees is verified by a form submitted by RMDP to the school records clerk.

Intake -- Individuals may be accepted into a VBC in two separate ways: First, where an applicant is accepted as an RMDP enrollee and is scheduled for the complete program; and second, where a youth or adult is referred to the Center for evaluation services only and is returned to the referral agency upon completion of the evaluation procedures.

Thus, in all three VBC's agreements were reached for evaluating youths and adults being served by nearby CAP, NYC, and manpower programs. In each instance, specific arrangements are made for transportation, for intake, for consultation on the individuals to be served. The staffs of sending agencies are invited to participate in the final evaluation conference. For clients sent for evaluation only, the recommendations made to the sending agency are always framed in relation to the kinds of services the sponsoring agency can make available to the returning evaluee. A final evaluation report on each individual, together with supporting test results, is forwarded to the referring agency.

A brief welcome talk by the Regional Manager is made to each new group of enrollees. They are told what is expected of them and what they can anticipate while at the Center.

At this time the Rules and Regulations are outlined. They are brief, but thorough, and explain that the enrollee must obey "the same rules that all other State employees must obey".

It has been learned that, in most cases, the evaluee is likely to remember very little of what he was originally told at the recruitment interview by the time he arrives at the Center. It is necessary, therefore, to re-explain the whole program in the Orientation welcome talk.

At the end of the initial Orientation, the enrollees are conducted on a tour of the shop area and are oriented to that part of the program.

Psychological and Educational Testing -- Each Center's staff has compiled a battery of psychological, educational, and aptitude tests that are particularly suited to educationally deprived people. Using these tests, some verbal and some nonverbal, the staff acquires as much information as possible about each individual. The results of these tests, when interpreted in perspective, are extremely useful in determining areas of potential.

Tests now being used include the Revised BETA Non-Verbal Test of Intelligence; two Metropolitan Achievement Test batteries (elementary and intermediate); the Purdue Pegboard Test of Dexterity, mechanical and clerical aptitude tests; and an interest inventory. Not all tests are administered to each individual. And tests are administered only after the evaluee has been carefully prepared.

Medical and Dental Services -- This portion of the program includes both examinations and remedial services provided for all RMDP enrollees. The services begin when each individual enters the evaluation process and continue through the field program, as required. This program is carried out in close cooperation with the State Rehabilitation Commission.

Educational Classes -- Classes conducted while enrollees are in the Evaluation Center are vocationally oriented. The purpose of these classes is primarily to improve job readiness, especially for those who will not go into the Work Experience Program.

All classes are conducted on an informal discussion basis and are made as unlike formal school as possible. Topics include: The Value of the Job Application, the Employment Interview, Work Habits on the Job, Completing the Job Application, and Basic Shop Arithmetic, including measurements.

During the instruction on job applications, each enrollee completes a Personal Data Folder which contains all the information most generally asked for on job applications. These

Folders are provided by the New Jersey Division of Employment Security. When the enrollee has completed it to the satisfaction of his instructor, he keeps it and is advised to carry it with him at all times.

During these sessions, an attempt is made to stimulate the evaluee to think about the relevance for him of additional education (return to school).

Vocational Evaluation -- This innovative technique utilizes a sample work assignment method which attempts to determine the areas in which each evaluee has the greatest potential. A variety of work assignments has been prepared which are representative of the jobs available, or likely to become available, in the evaluee's section of the State. They are written in a formal manner, using simple language, and include graphic presentations. Even then, some must be explained to individual evaluees by the Work Evaluators, and this is done, where necessary, thoroughly and patiently.

Each evaluee is rated by his Work Evaluator on each of the various steps of the sample work assignment. Each step is rated on one of five levels: Excellent, Good, Fair, Poor, Unacceptable. The use of standard instructions and rating mechanisms for all evaluees on all Sample Work Assignments enables the evaluation to be as objective as possible.

Through the use of actual work tryout situations in several vocational fields, the enrollee has an opportunity to learn what jobs he enjoys. At the same time, the evaluators are able to identify his strengths and weaknesses from a vocational standpoint.

Work tryout situations now being utilized relate to future employment in these fields: Automotive, Clerical, Carpentry, Painting, Electrical and Electronic, Building Maintenance, Assembly Line Operations, and Service Occupations.

Counseling -- Sessions are conducted on both a group and an individual basis during the evaluation period. No effort is made to separate youths and adults; if an age-mixed group enters at the same time, its group counseling sessions will be mixed.

The counseling is vocationally oriented and occurs over the entire three-week period. During this time, the Counselor attempts to assess the attitudes and problems of the enrollees. The initial counseling orientation concludes with Counselors arranging with each evaluee a schedule for first individual counseling session.

Each evaluee is informed how he may best use the counseling process. He is advised that he may initiate a counseling session at any time during his three-week evaluation process.

Check-lists on various criteria are completed by the Counselor at the beginning and end of the three weeks on each enrollee. The Counselor also tries to identify individuals who may present operational problems of conduct and communication as well as pinpointing potential leadership qualities. Orthodox counseling techniques are utilized and pertinent background information is obtained from other agencies which have had contact with an enrollee.

Final Evaluation Conference -- During the third week of the evaluation period a final conference is held at which all staff members who have had contact with the evaluees meet. At this meeting, each evaluee is discussed and all information relating to his evaluation is presented.

This conference provides an opportunity for several staff members to contribute data which will be incorporated in the "Final Profile" prepared for each evaluee by the Counselor. The Counselor must solicit the opinions of other staff members, correlate them with his own thinking based on his observations in counseling sessions, and then incorporate the sum total in the Final Profile he prepares.

The significant findings of the Final Evaluation Conference are then presented to the enrollee by the Counselor as recommendations for his future program. The Counselor conveys the idea that the ultimate decision must be made by the enrollee and that the evaluation is intended to help him make that decision.

Naturally an enrollee would be discouraged from seeking training in a field in which it had been demonstrated that he had no chance of success. Surprisingly, however, by the time the three-week evaluation period draws near an end, almost all evaluees come to realize their limitations and to be aware of potentials for other possible vocations. Usually, therefore, the evaluee chooses the future vocational course that staff personnel have concluded is best for him -- and, importantly, the evaluee is strengthened in the knowledge that the decision was his.

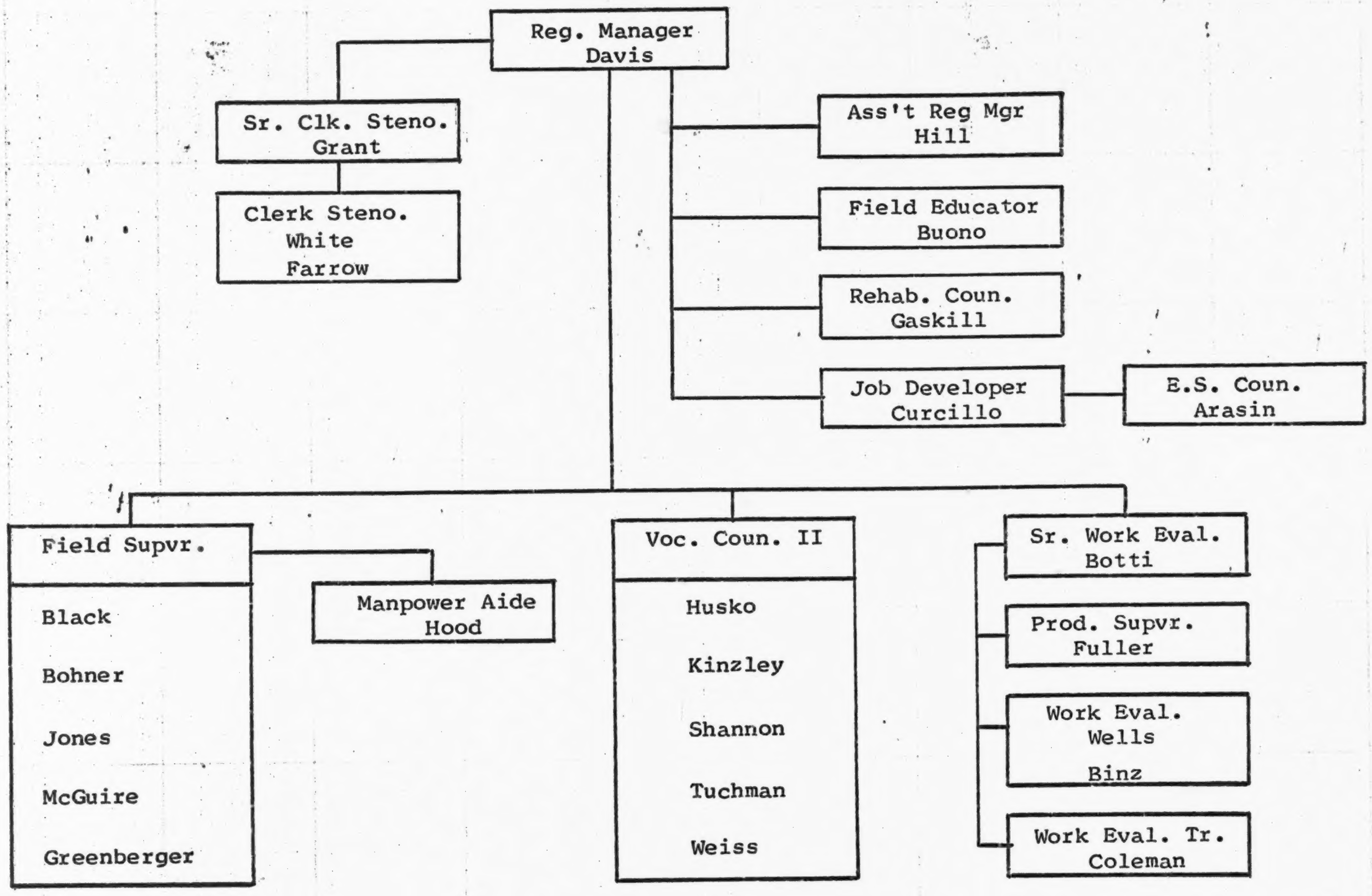
During the Final Evaluation Conference, several conclusions are made with respect to each individual's future.

First, a determination is made as to the vocational areas in which the enrollee has potential. Second, the level of present ability is determined in order to decide whether to place him in direct employment, on-the-job training or an MDTA program, or assign him to the Work Experience Program. Third, educational recommendations are made, on the basis of testing during the evaluation process to assist the Field Supervisor in providing remedial education at work sites. Fourth, possible counseling approaches are recommended in order to alert the Counselor as to problem areas or to opportunities for providing the enrollee with additional motivation.

All these recommendations comprise the Final Profile at the end of the evaluation process and it becomes a part of the enrollee's permanent RMDP record.

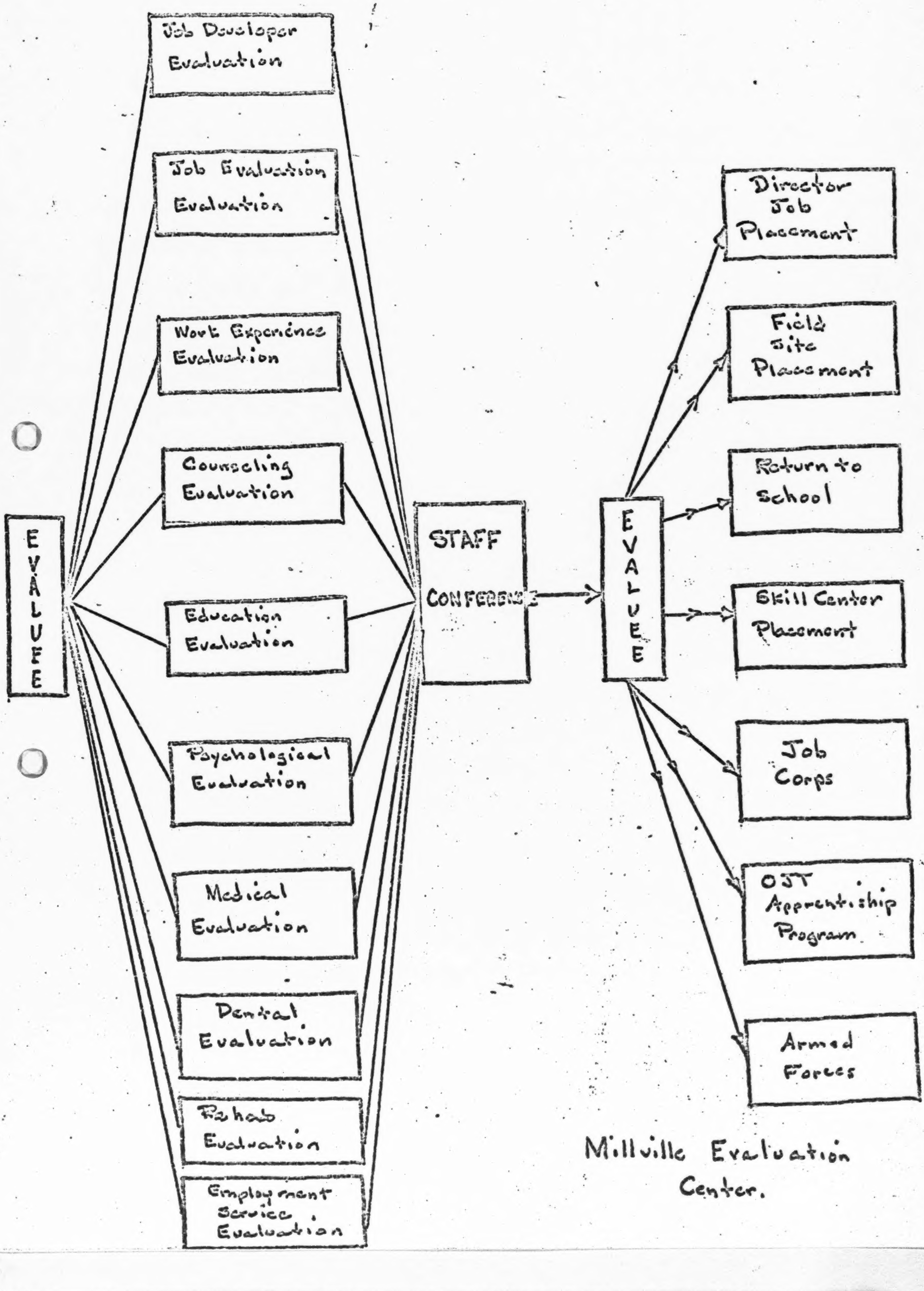
Re-Evaluation -- A re-evaluation mechanism exists by which the VEC staff reviews the client's progress subsequent to his leaving the Center. If the enrollee has questionable progress since leaving the Center or if the original recommendations of the Center were not fulfilled, arrangements can be made for a selective re-assessment of one or two days in which an attempt will be made to find the sources of difficulty. In some instances the enrollee can be scheduled for a nearly complete re-cycling.

CENTRAL REGION


Reg. Manager
Davis
Sr. Clk. Steno.
Grant
Clerk Steno.
White
Farrow
Ass't Reg Mgr
Hill
Field Educator
Buono
Rehab. Coun.
Gaskill
Job Developer
Curcillo
E.S. Coun.
Arasin
Field Supvr.
Black
Bohner
Jones
McGuire
Greenberger
Manpower Aide
Hood
Voc. Coun. II
Husko
Kinzley
Shannon
Tuchman
Weiss
Sr. Work Eval.
Botti
Prod. Supvr.
Fuller
Work Eval.
Wells
Binz
Work Eval. Tr.
Coleman

February 1968

EVALUATION PROCESS


EVALUEE
Job Developer Evaluation
Job Evaluation Evaluation
Work Experience Evaluation
Counseling Evaluation
Education Evaluation
Psychological Evaluation
Medical Evaluation
Dental Evaluation
Rehab Evaluation
Employment Service Evaluation
STAFF CONFERENCE
EVALUEE
Director Job Placement
Field Site Placement
Return to School
Skill Center Placement
Job Corps
OJT Apprenticeship Program
Armed Forces

Millville Evaluation Center.

ELECTRICAL

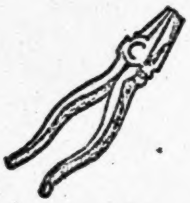
STATE OF NEW JERSEY
OFFICE OF ECONOMIC OPPORTUNITY
VOCATIONAL EVALUATION CENTER
CENTRAL REGION

SAMPLE WORK ASSIGNMENT

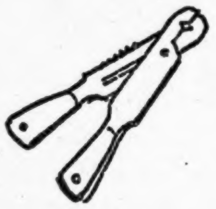
SWA # : WIRE STRIPPING

PURPOSE: THE REASON FOR THIS EVALUATION WORK SAMPLE IS TO FIND OUT WHETHER OR NOT THE EVALUEE CAN USE A PAIR OF CUTTING PLIERS AND/OR WIRE STRIPPER.

TOOLS AND MATERIALS REQUIRED: WIRE STRIPPERS AND WIRE.



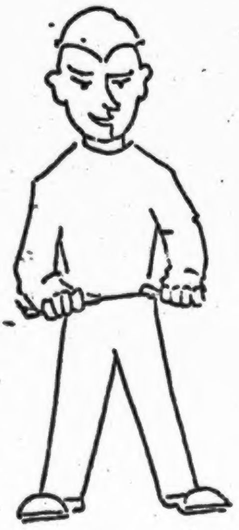
Pliers



Wire Strippers

STEP I. HOLD WIRE STRIPPERS IN ONE HAND AND THE WIRE IN THE OTHER HAND. AS THE PICTURE SHOWS.

①

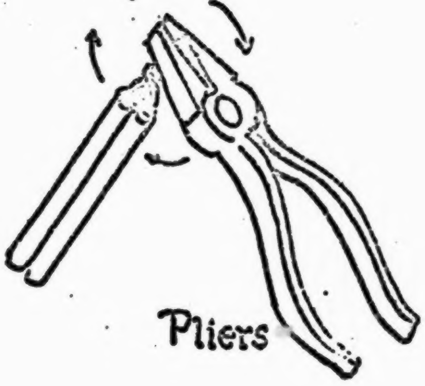


You

STEP 2. GENTLY SQUEEZE THE HANDLES OF THE STRIPPERS ON THE WIRE. THE REASON FOR THIS IS TO CUT THE INSULATION, NOT THE WIRE.

STEP 3. NOW THAT YOU HAVE CUT THE INSULATION, PULL IT OFF WITH THE PLIERS.

③



STEP 4. SHOW YOUR WORK TO THE EVALUATOR.

STEP 5. RETURN TOOLS TO THE TOOLROOM.

AUTOMOTIVE

STATE OF NEW JERSEY
OFFICE OF ECONOMIC OPPORTUNITY
VOCATIONAL EVALUATION CENTER
CENTRAL REGION

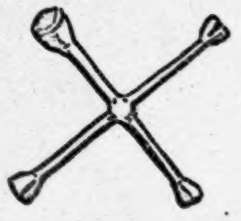
SAMPLE WORK ASSIGNMENT

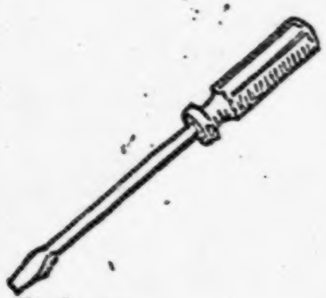
SWA # : REMOVING AND REPLACING A TIRE AND RIM.

PURPOSE: THE REASON FOR THIS EVALUATION IS TO FIND OUT IF YOU CAN TAKE A TIRE AND RIM OFF A CAR AND PUT IT ON AGAIN.

TOOLS NEEDED: LARGE SCREWDRIVER, CROSS-TYPE LUG WRENCH.

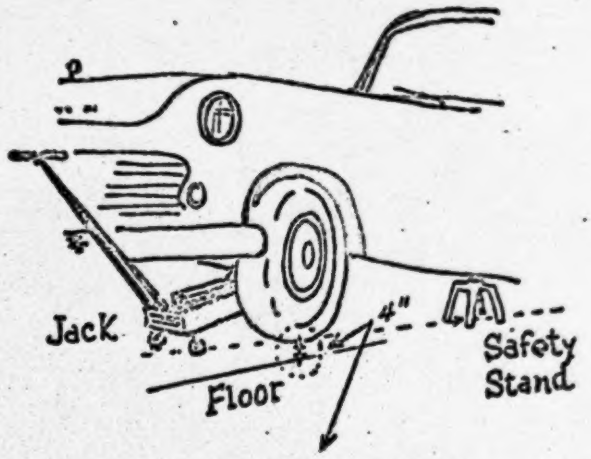
Lug Wrench





Screw Driver

EQUIPMENT NEEDED: AUTO JACKS, SAFETY STAND.



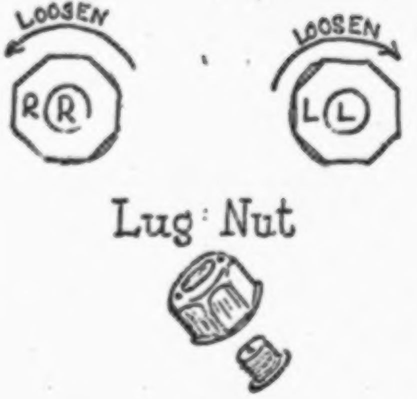
WHAT TO DO.

STEP 1. GET THE TOOLS AND MATERIALS FROM THE TOOL ROOM.

STEP 2. REMOVE THE HUBCAP WITH THE SCREWDRIVER BY PUTTING THE TIP OF THE SCREWDRIVER BETWEEN THE HUBCAP AND THE RIM. REST THE SHANK AGAINST THE TIRE AND PUSH THE HANDLE TOWARDS THE TIRE.

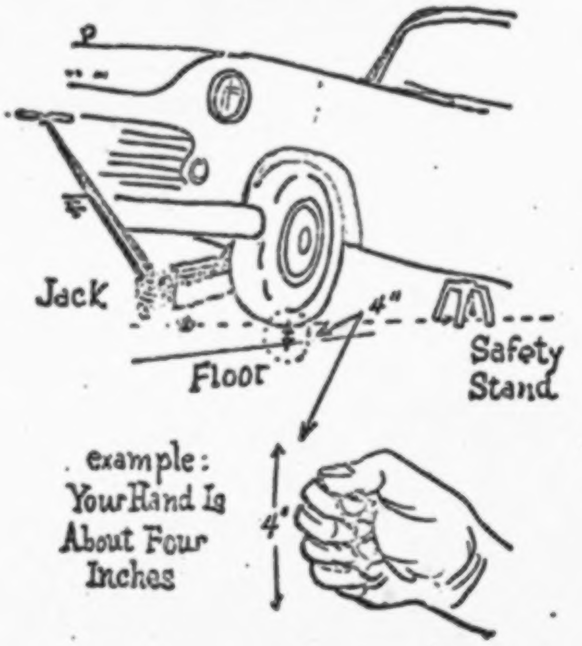
STEP 3. DO THIS IN SEVERAL PLACES AROUND THE TIRE UNTIL THE RIM COMES OFF.

STEP 4. LOOSEN THE LUG BOLTS OR NUTS. FIND THE RIGHT SIZE END OF THE LUG WRENCH. PRESS ON ONE END OF THE WRENCH AND PULL ON THE OTHER END.
IF THE LUG HAS AN "R" ON IT TURN THE WRENCH COUNTERCLOCKWISE OR TO THE LEFT.
IF THE LUG HAS AN "L" ON IT TURN THE WRENCH CLOCKWISE OR TO THE RIGHT.
DO NOT TAKE THE LUGS OR NUTS OFF, ONLY LOOSEN THEM NOW.

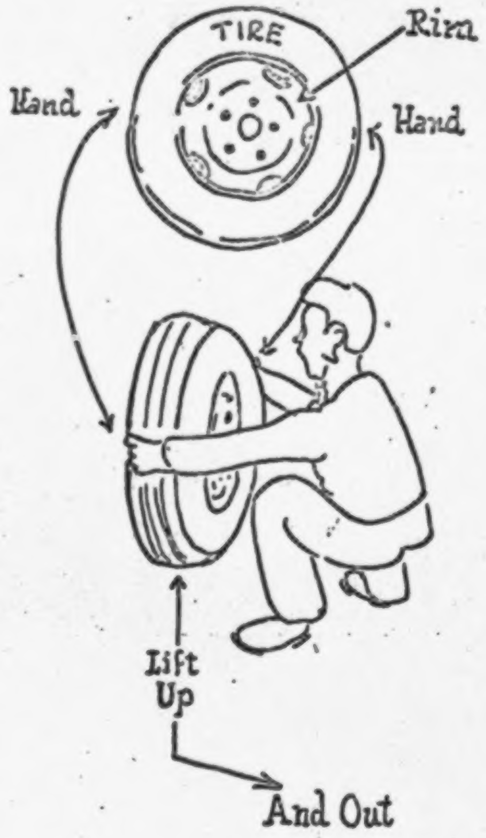

LOOSEN
R R
LOOSEN
L L
Lug Nut

STEP 5. JACK UP THE CAR UNTIL THE TIRE IS ABOUT 4 INCHES OFF THE GROUND. FIX THE SAFETY STAND TO THE NEAREST CORRECT HEIGHT.

STEP 6. LOWER THE JACK UNTIL ALL OF THE WEIGHT OF THE CAR IS ON THE SAFETY STAND. LEAVE THE JACK UNDER THE CAR FOR SAFETY.


Jack
4"
Safety Stand
Floor
example: Your Hand Is About Four Inches
4"

STEP 7. REMOVE THE TIRE AND RIM BY TURNING THE LUGS UNTIL THEY COME OFF. LIFT THE TIRE AND RIM FROM THE CAR.


TIRE
Rim
Hand
Hand
Lift
Up
And Out

STEP 8. SHOW YOUR WORK TO THE EVALUATOR.

STEP 9. RETURN YOUR TOOLS TO THE TOOLROOM.

STEP 10. CLEAN UP YOUR WORK AREA.

WORK EXPERIENCE

In cooperation with various host agencies, RMDP has developed a Work Experience Program for both youths and adults, male and female. Enrollees are engaged at many different work sites in a wide variety of work experience activities ranging from simple, unskilled tasks to skilled assignments.

A large majority of all enrollees participate in this aspect of the total RMDP program, and it is usually the longest period of the effort to help them achieve employability.

For many, the wages they receive are the first wages they have ever earned. They are introduced to payroll withholding by the payment of income and Social Security taxes, which often instills, for the first time, a sense of responsible citizenship.

The purpose of the Work Experience Program is to orient the enrollee to the demands of a working situation. During a maximum six-month period, he becomes accustomed to complying with the requirements of punctuality and regular attendance. He must be at the appointed pick-up place at the scheduled time to get the transportation to the work site to which he is assigned. Experience gained at the work sites is necessary for the enrollee who has never had a successful work experience to learn to make the personal adjustment of cooperation with his fellow-workers and of discipline, i.e., compliance with the instructions of a supervisor in carrying out his assignments.

Additionally, of course, the enrollee has an opportunity through his work experience to learn specific skills and to develop occupational interests.

The generally low educational achievement levels of RMDP's enrollees is recognized as one of the program's most serious handicaps. A number of programmed educational packages are being used in an effort to elevate the reading and mathematical level of all enrollees. The sessions are conducted on a daily basis, for a minimum of six hours a week, in an environment totally unlike the formal schoolroom setting. The remedial education classes are so planned as to relate the study material to the daily activities encountered by the enrollees. The Education Specialist visits the site periodically to provide guidance and specific help for problem cases.

Another important part of the week is the visits by the Counselor who holds group and individual counseling sessions. He also consults with the Field Supervisor on the progress and problems of each enrollee.

The State conservation sites, where some RMDP enrollees work, curtail outside activities with the advent of cold weather. While considerable important conservation work continues throughout the winter, much of it is performed in sheltered locations. As a result, crew sizes and crew assignments are adjusted accordingly.

Other work sites have been opened or expanded to compensate during the winter for less available conservation projects by providing work indoors or in partially sheltered locations.

Military installations have been found to afford excellent work experience opportunities for enrollees. Post personnel have been exceptionally receptive and cooperative. The permanent personnel employed on the bases frequently become personally involved in the progress of enrollees in their department, and already there have been cases where enrollees have obtained permanent, full-time employment at installations where they served in the Work Experience Program.

An additional advantage is that the type of jobs to which enrollees are exposed offer interesting and challenging assignments in which unskilled individuals can acquire basic knowledge in a field of productive vocational endeavor.

Lakehurst Naval Air Station and McGuire Air Force Base were among the first military stations in New Jersey to accept enrollees in the RMDP Work Experience Program. Crews have also worked at a number of National Guard Armories in the State. Most recently, new work site openings are: The National Aviation Facilities Experimental Center in Atlantic County as well as Glassboro State Teachers College in Gloucester County and Trenton State Teachers College in Mercer County; both are excellent work sites.

To date, more than $1,350,000 in wages has been placed in the hands of the neediest of New Jersey's rural poor. In return, RMDP enrollees have contributed more than 964,000 man-hours of needed and valuable conservation, maintenance, and other work performed on State-owned land and at other public installations.

A partial listing of accomplishments discloses that thousands of acres of forests and park lands have been reclaimed or improved; dozens of historic sites and buildings have been restored and countless shacks and eyesores have been demolished; many miles of wire and wooden fencing have been erected; hundreds of miles of nature trails were constructed or reopened; and dune grass was planted on hundreds of acres along the New Jersey shoreline in a soil erosion prevention effort.

Enrollees also assisted in the construction of dams, public docks, several fish hatchery pools, a 26-acre lake for wildlife refuge, and dozens of small structures such as garages, tool sheds, warehouses, and public toilets; helped to maintain and repair dozens of State-owned vehicles including fire trucks and bulldozers; and played an important role in the functioning of the new State Library.

Field Supervisor -- It is impossible -- and unnecessary as well -- in any large operation to attempt to identify any single element as the "most important" or "most essential". But it is possible -- and necessary as well -- to emphasize the importance of the Field Supervisor in the daily mechanics of making the Work Experience Program a successful operation.

The Field Supervisor is the first person the enrollee sees in the morning and the last person the enrollee sees at the end of the working day. While it is literally true that many enrollees have come to feel that their Counselor is the first individual they have ever been able to depend on, it is equally true that the Field Supervisor may be the first authority figure in the enrollee's life whom he can learn to emulate.

The Field Supervisor drives the bus that picks up the enrollees near their homes for transport to the work sites. This sometimes requires covering a route of up to 40 miles both morning and afternoon. Unlike a public utility route, the Supervisor's bus route changes as personnel enter and leave the program, yet he must provide pick-up service with the dependability of a public utility.

The Field Supervisor must be both a disciplinarian and a father-confessor. He is both a teacher and a boss. He judges the capabilities and the advancement of each enrollee in his charge and submits regular rating reports on the aptitudes and progress of all enrollees. He should be an outgoing individual with definite qualities of leadership, neither a martinet nor a non-believer in discipline.

And he should be adept at minor, on-the-spot repairs of a balky bus.

Because of the very special qualities required, recruitment of competent Field Supervisors is a challenging assignment.

EDUCATION

The Rural Manpower Development Program is supervised by a professional staff, which is responsible for formulating educational policies, establishing standards, and insuring the integration of educational activities with other RMDP components.

An Education Specialist is assigned to each Evaluation Center, and he is responsible for the educational assessment of each person entering the Center. He provides introductory education to the evaluees, gives the Field Staff specific suggestions to meet each individual's educational needs, and assists in the evaluation of the effectiveness of educational activities with reports and recommendations to the Program Evaluation staff person.

The Education Specialist also provides intensive consultation and supervision over the on-site educational activities conducted by Field Supervisors in the Work Experience Program. He demonstrates teaching methods, makes individual recommendations for problem students, assists in the preparation for High School Equivalency Examinations, and maintains liaison with public schools in the Region.

All basic remedial education for enrollees is provided at work sites except for some basic vocational orientation which is provided at each Evaluation Center, such as filling out employment applications, answering questions at an employment interview, and related phases of looking for a job.

As part of the vocational evaluation period, the Metropolitan Achievement Test is administered as part of the overall educational assessment of each individual.

Teaching materials now in use at work sites by Field Supervisors include:

1. SRA Reading Laboratory III-A, "Dimensions in Reading", which is a relatively new remedial education package and is vocationally oriented.

2. The SRA Skills Development Kit.

3. R. Lee Henney's System for Success, Book 1 - Reading.

4. Henney's Book 2 - Arithmetic.

5. The Mott Basic Language Skills Program, Series 300 A and B.

6. The Mott Series 300 (Basic Numbers and Money).

7. Behavioral Research Laboratories Programmed Text.

8. "News for You", Editions A and B, published by Laubach Literacy, Inc. of Syracuse, New York.

9. Manuals produced by various U. S. manufacturers, such as General Motors, Union Carbide, etc.

10. Selected paperbacks. These include a series of five "Workbooks of English" produced by Washington Square Press, which teach by pictures.

11. Three books from the Noble and Noble Adult Basic Education Series: "Everyday English and Basic Word List for Adults", "How We Live", and "Your Family and Your Job".

(The last two groups, No. 10 and No. 11, are designed for Spanish-speaking enrollees.)

All work site classes are conducted in accordance with a standardized curriculum devised for the overall Program, but a high degree of flexibility is maintained to permit adjustment of various portions of the curriculum to accommodate existing methods of enrollees under the direction of different Field Supervisors. Six hours per week are devoted to Education in physical settings as unschool-like as possible.

At the start of the rural anti-poverty program in New Jersey, first for youths only, it was assumed that lack of basic educational skills was an important factor contributing to enrollees' inability to find or hold a job. That assumption was proved valid, and it is equally true among the adults who have entered the program under the 1966 Nelson Amendment grant.

Three general objectives were established to enhance an enrollee's employability and social adjustment by:

1. Helping him appreciate and understand the need for an education on an ongoing and post-program basis.

2. Raising the level of his basic skills and elevating his self-image and confidence.

3. Promoting a level of proficiency to a point where his aptitude in certain areas could be strengthened and, where possible, raised sufficiently to enable him to pass the GED and some employer screening tests.

When the program began, arrangements were made through the Board for Fundamental Education at Indianapolis, Indiana, for the instruction of non-professional field supervisory personnel in utilization of a self-instructional educational program.

The Henney System calls for administration of the Gray Oral Reading Test to determine reading levels, followed by establishment of learning groups. In some instances, Henney materials were supplemented by other instructional materials and techniques, depending upon the versatility and imagination of the Field Supervisor. Some used newspapers and magazines, others tried mail-order catalogs and drivers' manuals.

But it became apparent that, although the Field Supervisor often could display enough energy, enthusiasm, and interest to compensate for his lack of professional experience, he must have more and better teaching materials and adequate professional back-up assistance.

Consequently, the administrative staff position of Coordinator of Education was created, professional Educational Specialists were assigned to each Region, a standardized curriculum was established, and, after considerable experience was acquired on a trial-and-error basis, the previously mentioned teaching materials were adopted for general use.

Continuing reassessment is made of the educational needs of the population concerned, the available instructional tools, and the experience acquired in prior classes at work sites. If better teaching packages are devised, they will be employed; if improved techniques are discovered, they will be utilized throughout the program.

On the basis of more than a year's remedial educational experience, and after selection of a professional educational staff, the following specific objectives were established and are believed to be attainable for RMDP enrollees:

1. To improve each individual's reading and mathematical ability by one or more grades.
2. Motivate him to recognize the need for an education and to convince him that such growth must come from within. This goal is designed not only to persuade youthful enrollees to return to school but, more importantly, to realize that MDTA skill training or some other form of vocational training will improve his chances of getting and holding a job.
3. Assist eligible enrollees to pass the GED.
4. Help the enrollee to pass the driver's license written or oral examinations, which often requires modifying negative driver attitudes.
5. Make the enrollee test-wise, in such as:
    a. Employer screening devices, and
    b. Civil Service examinations.
6. Help him gain proficiency in filling out employment applications.

RMDP has a heterogeneous level of enrollees. This can be quickly demonstrated by the great difference in achievement level scores of two enrollees tested recently. One had completed the 9th grade, the other the 11th grade, yet the enrollee with lesser schooling made higher grade equivalency scores in every category:

	11th Grade Enrollee	9th Grade Enrollee
Word Knowledge	7.6	10.0
Reading	7.9	10.0
Arithmetic	5.1	5.5

This is not an isolated case; on the contrary, scores of similar disparities could be cited. It is used as an example merely to illustrate the broad range of needs that exist among RMDP enrollees, requiring various amounts of individual instruction by the Field Supervisor and tutorial assistance by the Educational Specialist.

Specific problem areas can be divided into four general categories:

1. Those relating to motivating and assisting the virtual non-reader.

2. Those centered around educating non-English-speaking enrollees.

3. Assisting the majority of RMDP enrollees to elevate existing reading and arithmetic skills.

4. Tutoring potential GED candidates to enable them to acquire High School Equivalency Certificates.

In some areas, non-reading enrollees constitute as many as 30 percent of the total number of enrollees. Exceptional amounts of individual attention are required by these individuals. In addition to the Field Supervisor and the Educational Specialist, some of the "more gifted" enrollees, usually potential GED candidates, have been utilized to assist non-readers as individual tutors. This method has increased in frequency with the introduction of adults into the program last summer.

This approach has a twofold beneficial effect but also one serious disadvantage. The plus factors are:

1. The instruction is given by a peer.

2. It enhances the leadership aspirations of the enrollee who does the tutoring.

A possible drawback, on the other hand, is the fact that some individuals doing the tutoring might limit to some degree their own educational development. Admittedly the enrollee's own proficiency may be improved by the act of helping to instruct others, but his own advancement beyond his present levels necessarily requires that he also must receive instruction.

Since the Program's goal is to raise the educational level of each enrollee, care must be exercised in such experiments so as not to sacrifice the growth of one individual for the benefit of another.

The rapport that has been established between RMDP and the New Jersey State Department of Education can be illustrated by an arrangement that has been made to lower the minimum age for RMDP enrollees who wish to take the GED test.

Initially, the State Department of Education had established a minimum age requirement that GED testees must be at least 20 years old. As a result of objective bargaining efforts between representatives of the two agencies, the NJOEO was granted a waiver in December 1966 whereby RMDP enrollees may take the GED test when they become 18 years of age.

In addition, some "selected" 17-year-olds have taken the test when it was determined by RMDP counseling and educational staff that the individual could not reasonably expect to return to school due to familial, financial, and other problems, and who held some promise of passing the test.

An agreement also has been obtained under which any RMDP Region having nine or more GED candidates may now obtain a proctor from the State Department of Education to administer the test at a site to be designated by RMDP. This arrangement is helping to alleviate many transportation difficulties that are easily compounded when enrollees are bused from one rural area to another.

Since 1965, 23 enrollees have passed the High School Equivalency Examination under RMDP guidance.

Interestingly, four RMDP staff members also passed the GED in this period.

GED Preparatory Course -- RMDP conducts an accelerated GED preparatory course for enrollees 17 or older who attain a reading level of 7.0 or higher on the Metropolitan Achievement Test. This criterion was adopted as a result of the comparative success achieved by several RMDP enrollees in passing the GED. They were enrollees who had scored an 8.0 or above grade level on the MAT reading test. Consequently, it was decided that individuals scoring 7.0 or higher reading levels on the MAT should be given an opportunity to take the GED.

The basic text used in RMDP's special GED preparatory course is the Arco Publishing Company's "Preliminary Practice for High School Equivalency Diploma Test".

The course is presented by an Educational Specialist. It includes basic instruction in reading, interpretation of reading materials, arithmetic, spelling, grammar, and English usage.

During the preparation of the special GED instruction course, RMDP educational personnel consulted representatives of the Rutgers University Extension for Higher Education and of the Kilmer Job Corps Center, the only other known agencies involved in preparing school dropouts as GED testees. Material from these two sources was considered in preparation of RMDP's GED instruction package.

Sections taught in the preparatory course, and the time allotted to each section are:

Test-taking techniques and sample tests	4 hours
How to improve reading	8 hours
How to improve spelling	4 hours
How to improve grammar and English usage	6 hours
Practice to improve mathematical ability	10 hours

Special attempts are being made in all three Regions to recruit enrollees as GED candidates who have scored at or above the 7.0 reading level on the MAT test. With the State's minimum age lowered, a sound GED preparatory course available in RMDP, and active efforts under way to recruit testees, it is anticipated that there will be a significant increase in the number of RMDP enrollees who earn High School Equivalency Certificates.

COUNSELING

Vocational counseling begins with the enrollment-day orientation at each Vocational Evaluation Center and continues through follow-up until the enrollee is firmly established in a competitive employment situation.

During the three-week evaluation process at a Vocational Evaluation Center, both group counseling periods and individual in-depth interviews are conducted with each enrollee in which pertinent background information is compiled. Where applicable, contacts are made with schools, welfare agencies, and parole and probation authorities to assist Counselors in achieving a better understanding and more thorough knowledge of their clients.

Through information so elicited, the Counselor begins to make judgments along such lines as personality, attitudes, interests, adjustment, response to RMDP, and needs of each enrollee. The Counselor's findings and recommendations at the end of the evaluation period have a significant bearing upon what happens to the individual. Counseling continues after the individual leaves the Evaluation Center. Most counseling occurs within the Work Experience Program.

Counseling services are intensive, but not intrusive. A genuine, sincere interest in and concern for people have been called the most essential ingredients of a good Counselor. His vital requirements include many of the same traits needed by a good Field Supervisor. After all, Counselors and Supervisors are the staff personnel who have the major contact with enrollees, and it is they who represent the program as a whole to the individuals participating in it. A receptive Counselor must be a good listener. He hears the fears and worries of the enrollees who are his responsibility and attempts to allay those fears and worries while pointing out the strengths and abilities of each individual he is trying to assist.

He understands why many obstacles that many people can surmount with ease are enormous barriers to an unemployed, undereducated individual.

No new counseling techniques have been devised by RMDP. The techniques in use have been acquired from other disciplines. What has been done -- as in every successful counseling program -- is to adapt and refine established methods so as to serve best the individual characteristics and needs of the clients enrolled in any given group.

No recommendation can be made, and none is needed, as to whether individual counseling is more beneficial than group counseling or vice versa. Both are essential. Each offers substantial accomplishments for which the other has no substitute. There is a need for both types of counseling, an urgent demand that both types be provided to every enrollee.

Certainly the most personal kinds of counseling occur during individual sessions, when the Counselor and the enrollee discuss the enrollee's most personal problems in privacy. And, strange as it may sound at first, even group counseling sessions are extremely individual in direction. Group counseling focuses on individuals. Under the guidance of the Counselor, group members make suggestions to the individual whose problems are under discussion, which permits the individual to see himself as his fellow-workers see him -- a far more effective corrective than mere advice from a Counselor or Supervisor.

RMDP Counselors have established only two rigid rules for group sessions -- and the enrollees themselves seem to relish enforcing them. Those rules are: No fighting. No lying.

RMDP was one of the earliest rural agencies to have received a Nelson Amendment grant to serve disadvantaged adults. What has been learned in the brief time that mixed-age group counseling sessions have been conducted is necessarily inconclusive; all that can safely be reported on the basis of the limited experience to date is that results do not discourage experimentation in age-mixed group counseling sessions.

Preliminary Conclusions. Bearing in mind the previously stated qualifications that both individual and group counseling sessions are necessary, certain tentative conclusions can be reported at this time.

More time and more data are required before firm generalizations are possible. But RMDP experience with the rural population it serves, and especially with a co-mingling of NYC youths and Nelson Amendment adults in mixed group counseling sessions, seems to justify these preliminary observations:

1. More immediate and obvious changes are obtained from group counseling than from individual counseling.
2. Group counseling is more effective with youths than with adults.
3. Youths gain more from the input of adults in mixed group sessions than adults gain from youths.
4. Neither age group -- and this discovery occasioned some surprise among staff personnel -- seems to resent age-mixing in group counseling sessions.

On the contrary, some slight father-image benefit has accrued in some cases, some of the adults have had basic skills or vocational capabilities that were helpful to some youths, and some of the youths appeared to have received some impact from regarding certain adults as object-lessons, a sort of "horrible example" of how the youths might be a generation from now.

There also have been adults with severe psychological problems -- withdrawn, introspective, in an "I've given up hope" frame of mind, who seemed to absorb at least a small degree of the resiliency and optimism that are more often found in young people.

The great single advantage of group counseling over individual sessions is that each enrollee is exposed to the pressure of his peers. An additional benefit in a group of rural clients is that all are from small communities where "everybody knows everybody else." As a result, deceit is almost impossible. An enrollee who boasts that, unlike some others, he has no problem with alcohol, for instance, may be reminded by a neighbor that "you were pretty tight down at the pool room Friday night."

An enrollee of any age is far more apt to be impressed by this peer pressure than by any advice that may be offered by "an outsider" such as a Counselor or a Field Supervisor. And the discipline of peer pressure can be enormously effective. A classic example of changing a social habit is that the group can make an enrollee bathe oftener.

The role of the Counselor is to start an interaction, to get the enrollees to talking among themselves. In the initial, individual counseling session he tries to convince each client that whatever is done or said is intended to help the client and for no other reason. In the group sessions, the Counselor may propound a question at times in order to keep the interaction under way, but he does not attempt to provide the answers. Other enrollees supply the answers to each individual's problems -- sometimes many answers which then require additional discussion to select the best of them.

And the best of all possible answers, of course, is the one that an individual arrives at himself. It is an ideal result when an enrollee, after a group discussion, recognizes the solution of his own problem. This has occurred on a gratifyingly frequent number of occasions in RMDP group counseling sessions.

The primary purpose of both individual and group counseling at work sites remains the providing of meaningful, significant assistance to each enrollee to enable him to make appropriate decisions about himself, especially about his vocational future. Counselors work closely with all enrollees in striving to coordinate the happenings of the work-day and the educational sessions into the counseling periods.

The Counselor retains primary responsibility for the enrollee's welfare. He is charged with recommending (on and with the advice of the Field Supervisor) any status changes necessary to reflect an enrollee's progress.

RMDP has firmly established that a Rural Manpower Program must maintain a high ratio of counseling staff to clients. Even a caseload of 40 may be extremely heavy in a multi-county program with enrollees from scores of small towns and isolated communities.

JOB DEVELOPMENT

Toward the end of the vocational evaluation process or at any time during the Work Experience Program, an enrollee may be referred to a Job Developer. It is the Job Developer's responsibility to place the referred enrollee in a job, into an on-the-job training position, or into a Manpower Development Training Act Program, as his level of ability and his interests may dictate.

The Job Development staff also provides valuable job market information to assist both the staff and evaluees to make realistic vocational judgments.

The rural nature of the program and the constant difficulty most enrollees encounter in traveling to areas where jobs are available continue to constitute a major problem. Due to a general lack of public transportation and the fact that many of the rural residents do not have automobiles, the Job Development staff must individualize or customize its job-finding efforts. Enrollees are reluctant to accept jobs in other than their home areas and the geographic areas in which they can successfully travel or obtain car pool assistance are extremely limited.

The task of the Job Developer in matching the individual to the job is being greatly assisted by the sophisticated vocational testing and evaluation techniques utilized in the Evaluation Centers.

Employment is located for enrollees on the basis of their vocational skills, interests, their residence, and other pertinent factors. An attempt is made to place every enrollee in employment as meaningful as possible and yet remain within the limitations of his capabilities.

For those enrollees referred to the Work Experience Program, the Counselor becomes the key person in triggering Job Development action. He submits monthly reports describing the adjustment and readiness for additional planning of each enrollee. While it is obviously desirable to place each enrollee in a productive job of his own as soon as possible, it has been demonstrated that it is useless to attempt job development until the client is ready for it.

RMDP has established to the satisfaction of all staff personnel that there is an optimum point in the program when Job Development must be attempted -- not too soon and not too late -- and it is essential to place the enrollee in a job at or near that optimum level of readiness and willingness to leave the program for a competitive situation.

The optimum time in the Work Experience Program varies, of course, between one individual and another, but on the average this "peak" of willingness and readiness to go to work is attained about the 15th or 16th week.

Pinpointing the optimum time when the enrollee is ready for placement, planning is a significant challenge to the staff. Periodic vocational plan conferences are held at which time staff assesses the individual's readiness for work, basic information is reviewed including significant background data, basic abilities, attitudes, test results, types of work he has performed, his attendance record, his educational progress and the enrollee's goals. If he is found ready for employment, this is discussed fully with the enrollee on the basis of his decision. The Job Developer proceeds to implement the plan of action.

If, on the other hand, barriers to employability remain, these are identified and specific suggestions are made to overcome them. At this time a decision is made as to when the next vocational plan conference will review the enrollee's progress.

After placement, a follow-up procedure is carried out for all enrollees to make certain that they remain on the job and progress satisfactorily. This requires visits to, and interviews with, both employer and employee. Both in-person and telephone calls are made. The follow-up is the joint responsibility of the Job Developer and the Field Counselor. It is not terminated until both are satisfied that successful employment has resulted.

A minimum of six months' follow-up is required for each enrollee placed in a job. At first, a follow-up of at least two months was required, but experience indicated that this period was insufficient and the minimum follow-up period was extended to six months. It may last even beyond that point if a need is indicated.

NEW JERSEY OFFICE OF ECONOMIC OPPORTUNITY

RURAL MANPOWER DEVELOPMENT PROGRAM

PLACEMENT STATUS REPORT

Date of Last Review____________________ Date__________________

__________________________________ Site: __________________
(Enrollee's Name)

Counselor's Name____

1. What corrective action is necessary before the enrollee will be ready for placement?

2. What steps have been, or are being taken, to prepare the enrollee for placement?

3. What is Counselor's estimate of the time required to complete this action?

____
Signature of Asst. to Regional Mgr.

OEO-RMDP-JD-5-A
(Revised 12/22/66)

REQUEST FOR PLACEMENT

TO:________________________ DATE:____________________
(Job Developer)

FROM:________________________
(Asst. to Reg. Manager)

SUBJECT:________________________
(Enrollee's Name)

1. At the conference held on the above date, it was agreed that the above named enrollee is ready for placement as follows:

2. It was further determined that efforts to place the enrollee would be completed by ____________________.
(date)

3. Please be ready to report to the vocational conference the result of your efforts in conformity with the above agreement at that time.

____
(Asst. to Reg. Manager)

OEO-RMDP-JD-6-A

MEDICAL-VOCATIONAL REHABILITATION

RMDP and the N.J. State Rehabilitation Commission have effected a unique joint medical services program which makes a wide range of vocational rehabilitation services available to enrollees. In the rural areas of the state we have found a surprising number of individuals who had never visited a doctor or dentist in their memory. Many enrollees were found to be multiply impaired with the need for long periods of medical and dental treatment for correction.

A New Jersey Rehabilitation Commission Supervisor has been assigned to the program full time since July 1966. Each of the three RMDP Regions has a full time Rehabilitation Counselor assigned who works closely with the Regional Office personnel and the local and district State Rehabilitation offices.

The following agreements have been made concerning the structuring and coordination of the program:

1. Comprehensive medical examinations are given to all enrollees by qualified physicians. These examinations are followed by any indicated specialty examinations to determine the need for remedial services.

   The general examinations are scheduled by the Rehabilitation Counselor and are carried out either at cooperating general hospitals in the area or in a specially equipped room right in the Evaluation Center.

2. The Rehabilitation Counselor schedules dental examinations for each enrollee, using local cooperating dentists,

which are done either at the Center or when x-ray examination is necessary, at the dentist's office.

All dental treatment is done either in hospitals which are properly equipped or at the dentist's office.

3. Psychological and psychiatric examinations are arranged for, as necessary, by the State Rehabilitation Commission.

4. In all cases, the Regional Rehabilitation Counselor makes arrangements for any necessary services. Correction of disabilities that constitute a remediable employment handicap is financed directly through the State Rehabilitation Commission. Correction or treatment of disabilities not severe enough (qualifying) to constitute an employment handicap are financed by RMDP through the State Rehabilitation Commission on a debit-credit basis. Emergency situations involving non-handicapping conditions are also financed by RMDP.

The Rehabilitation Counselor automatically receives the names and addresses of all enrollees who enter the program in his region as they are being introduced into the evaluation process. Arrangements are made for diagnostic medical and dental examinations to be held in the first week of the evaluation process so that results are available before the end of the three-week evaluation period.

Two classes of clients are processed through the Evaluation Centers: those persons who will remain in the program for work experience, multi-skill training or job placement, and those persons who are referred to us for evaluation services only. The latter group, as they complete evaluation, are referred back with findings to the referral agencies.

An evaluation profile is written on both classes of clients and the Regional Rehabilitation Counselor incorporates in the profile all medical and dental information available, as well as a prognosis on the client related to employability and employment.

It is the duty of the Rehabilitation Counselor to work closely with RMDP and other agency personnel on all persons evaluated in providing medical, dental, and other needed health evaluation services. For regular program enrollees, specialty examinations are scheduled and remedial treatment and services are usually completed within the term of enrollment.

The clients who are evaluated for other agencies (other poverty programs usually) are serviced by those agencies through the local State Rehabilitation offices. The Regional Rehabilitation Counselor encourages the referral agency to follow through on remedial services for these evaluees at the local level.

For Program evaluees and enrollees, the Rehabilitation Counselor maintains a direct follow-up contact for a minimum period of 30 days. This is to insure that each individual, as a result of the rehabilitative services provided, has been able to begin or to attain a satisfactory vocational adjustment. When, in the opinion of the Counselor, such an adjustment has been made, he will close that case as rehabilitated.

In some instances the Rehabilitation Counselor may require longer than 30 days to reach a determination of satisfactory vocational adjustment. These cases are followed and worked with as long as a valid need exists. There is no prescribed period of time during which a client may receive services.

PROGRAM EVALUATION

As a demonstration program, a principal concern of RMDP is to measure its own successes and failures; to devise and report on new approaches to meeting the manpower needs of the rural poor; to examine the impact of such a program on rural employment. Whatever is learned here may have great value for future programs in all parts of the country. Because of these factors, RMDP's program evaluation activities are of prime importance.

It is basic to say that the impact of a program of this type can only be measured in terms of its impact upon people. The enrollee, therefore, is the main focus of the Evaluation Design. The pertinent measurements demanded of program evaluation are whether the enrollee does, in fact, obtain employment and whether his attitudes and skills do change.

Even after the pertinent measurements on enrollees are obtained, program evaluation requires a standard against which comparisons may be made. But there is no national standard for programs of this kind; to date all evaluations have been made with different units, with varying methods, and often without predetermined criteria.

Measurement Criteria Developed -- RMDP has established criteria, and is still developing others, which will measure the progress of enrollees objectively and determine the effect of the Program on them.

The first measurement is the Cumulative Rating Criteria completed during the three-week evaluation process. Following through discussion with other staff members and taking into consideration all relevant psychological, educational, vocational information, the Evaluation Center Counselor records the staff's estimate of the enrollee's level of skills, attitudes, and behavior. This provides complete documentation on the enrollee's abilities and attitudes before entering the remedial or training aspects of the program.

In order to measure the effect of the services on the enrollee, another evaluation must be made to determine changes that have occurred in the enrollee's attitudes and performance after receiving the services of the Program.

A Field Rating Criteria reporting form has been constructed for this second evaluation. It is completed by the Counselor at a point when staff feels the enrollee is ready for placement.

Since some enrollees drop out of the Program before they are ready for placement, the second evaluation is submitted at the point in which the Counselor feels it necessary to terminate the case.

In the majority of cases where an enrollee voluntarily leaves the Program -- and, therefore, does not successfully carry out the recommendations made concerning him by the Evaluation Center -- one of two reasons can be assumed:

(1) The Evaluation Center did not accurately evaluate that client and, therefore, made an inappropriate recommendation, or

(2) There were elements in the Work Experience Program that did not meet his needs.

A comparison of the evaluations made by the Evaluation Center staff (the Cumulative Rating Criteria) with those made by the Counselor (Field Rating Criteria) might point up those areas where the Center's evaluation missed the mark. For example, if the Counselor's rating on a number of factors was substantially lower than the Center's, this might indicate that the Center's rating was unrealistic.

It also might indicate, however, that, instead of modifying the enrollee's attitudes, skills, and behavior in a positive manner, the Work Experience Program was actually proving to be detrimental.

Specific areas with which an enrollee leaving the Program is dissatisfied are investigated during the "exit interview", in which the Counselor probes all aspects of the Program to which the enrollee was exposed and questions the enrollee as to his reasons for leaving.

A third evaluation is made after an enrollee is placed in employment. The Job Developer asks the employer to rate the employee on the same factors (attitude, work habits, behavior, and personal appearance) that were measured separately by the Center staff and the Counselor.

Since the ultimate objective of the Program is to make the enrollee acceptable in employment, the opinions and ratings of the employer are highly relevant. His measure of the individual provides a comparison between RMDP staff ratings with those of an "outside" party who is likely to be concerned only with the results of the Program, not its methods.

In order to facilitate the reply of the employer to the performance of the enrollee he has hired, a 12-point checklist designated the Employer Questionnaire has been devised by RMDP. It provides an opportunity for the employer to "grade" the employee by choosing one of a scale of five ratings on each of 12 pertinent factors. The rating scale ranges from "poor" or "unacceptable" at the bottom to "excellent" or "exceptional" at the top.

MDTA Skill-Training Referrals -- As a result of the Evaluation Center's recommendation on the basis of the first evaluation in the third week at the Center, some enrollees are assigned to MDTA skill-training courses without entering the Work Experience Program.

An Evaluation Guide Sheet has been devised to provide the second evaluation for this type of enrollee, since a Counselor has no opportunity to complete a Field Rating Criteria on him.

When the enrollee completes the MDTA course (or sooner, if he terminates before completion of the course), the instructor is asked to complete the Evaluation Guide Sheet.

The MDTA trainee then returns to RMDP for placement services and, after a Job Developer finds him a job, the procedure for obtaining the third evaluation (Employer Questionnaire) is the same as for an enrollee placed in employment upon completing the Work Experience Program.

Still other enrollees are placed directly in employment or in an on-the-job training employment situation directly from the Evaluation Center after completion of the first evaluation (Cumulative Rating Criteria). Since such enrollees do not enter the Work Experience Program, where the second evaluation (Field Rating Criteria) is performed, their second evaluation would be the Employer Questionnaire completed on the Job Developer's final follow-up visit.

This, then, is the basic approach to RMDP program evaluation.

Secondarily, internal statistical evaluation of client flow and staff performance is an ongoing function.

In the coming months, RMDP will also be issuing reports on cost factors in transportation; impact of various educational materials on the dropout population; usefulness of psychometrics in vocational evaluation; effectiveness of follow-up counseling services, and others.

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF ACCEPTED CASES

April 1965 to December 1967

	YOUTH		NELSON		TOTAL	
	Number	%	Number	%	Number	%
TOTAL	1834	100%	534	100%	2368	100%
BIOGRAPHICAL						
AGE						
16 - 17	1096	60	-	-	1096	47
18 - 19	554	30	-	-	554	23
20 - 21	184	10	-	-	184	8
22 - 30	-	-	257	48	257	11
31 - 40	-	-	80	15	80	3
41 - 50	-	-	123	23	123	5
51 - 60	-	-	21	4	21	1
61 & Over	-	-	53	10	53	2
SEX						
Male	1673	90	443	83	2116	89
Female	161	10	91	17	252	11
RACE						
White	1079	59	241	46	1320	56
Negro	684	37	195	36	879	37
Puerto Rican	71	4	98	18	169	7
MARITAL STATUS						
Single	1779	97	283	53	2062	87
Married	55	3	251	47	306	13
INCOME*						
Under $3,000	996	55	519	97	1515	64
$3,000 - $4,000	463	25	10	2	473	20
Over $4,000	375	20	5	1	380	16
FAMILY SIZE						
Under 4	565	31	358	67	923	39
4 - 6	718	39	139	26	857	36
7 - 9	399	22	26	5	425	18
Over 10	152	8	11	2	163	7
MILITARY STATUS						
Not Applicable	1233	68	242	45	1475	63
1 - A	194	10	27	5	221	9
Other	407	22	265	50	672	28
EDUCATION						
Special Class	40	2	0	0	40	2
Left Prior to 8th Grade	292	16	226	42	518	22
Left Prior to 12th Grade	1392	76	267	50	1659	70
Graduated	110	6	41	8	151	6

*Information on income must be interpreted in light of the average family size.

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF ACCEPTED CASES (Cont'd.)

	YOUTH		NELSON		TOTAL	
	Number	%	Number	%	Number	%
TOTAL	1834	100%	534	100%	2368	100%
WORK HISTORY						
No Work History	550	31	66	12	616	26
Seasonal	261	14	49	9	310	13
Part Time	248	13	98	18	346	15
Regular - 1 mo. or less	250	13	32	6	282	12
Regular - 1 mo. or more	525	29	289	55	814	34
ARREST RECORD						
No Arrest Record	1307	72	464	87	1771	75
Previous Record of Arrest	194	10	37	7	231	10
Currently on Probation	202	11	6	1	208	9
Currently on Parole	131	7	27	5	158	6

RMDP
Monthly Statistical Report
December 31, 1967

Regional Summary
(Field and Evaluation Centers)

	No. Region	Cen. Region	So. Region	Total	Cumulative To Date
I. ACTIVE CASES PREVIOUS MONTH	197	217	164	578	
II. INTAKE	44	28	42	114	
III. TERMINATIONS	43	92	72	207	2318
Positively Placed					
Satisfactory Employment	4	15	1	20	329
Armed Forces	2	-	2	4	64
Job Corps	-	-	-	-	82
School	1	-	2	3	71
Institutionalized	1	-	-	1	24
Referred to Other Agency	2	32	1	35	112
Other Reasons for Closure					
Behavior or Disciplinary	3	1	-	4	68
Incarcerated	3	-	-	3	61
Left State	3	2	3	8	124
Loss of Interest	22	14	4	40	476
Whereabouts Unknown	-	8	6	14	109
Not Employable	1	-	5	6	39
Other	-	5	2	7	168
Evaluation Services Only					
Completed Eval. Process	-	6	41	47	335
Did Not Complete Eval. Process	-	7	4	11	106
Worked Under 5 Days	1	2	1	4	150
Accepted--Never Enrolled	-	-	-	-	149
IV. ACTIVE CASES THIS MONTH	198	153	134	485	
Awaiting Services	1	-	-	1	
On Site	58	96	73	227	
In Evaluation Process	23	5	19	47	
In Employment	42	39	16	97	
Awaiting Placement	15	2	1	18	
MDTA Training	44	2	18	64	
School	-	4	-	4	
Rehab. Services	1	-	-	1	
Interrupted Status	14	5	7	26	

1967

NEW JERSEY RURAL POPULATION - FAMILIES AND FAMILY INCOME

County	Total Rural Pop.	# of Rural Families	# of Family Members	% Rural Families with Income Less Than $3,000	# Families with Income Less Than $3,000	# Persons in Families with Income Less Than $3,000
Atlantic	29,697	7,815	3.8	25.4	1,985	7,543
Burlington	87,976	21,458	4.1	7.7	1,652	6,773
Camden	21,182	4,236	5.0	10.8	457	2,285
Cape May	24,840	6,713	3.7	28.3	1,900	7,030
Cumberland	34,095	8,316	4.1	24.4	2,029	8,319
Gloucester	52,048	13,346	3.9	18.7	2,496	9,734
Hunterdon	56,068	14,755	3.8	8.5	1,254	4,765
Mercer	33,170	8,729	3.8	5.5	480	1,824
Middlesex	52,094	12,706	4.1	5.0	635	2,604
Monmouth	98,873	24,718	4.0	16.0	3,955	15,424
Morris	84,648	21,705	3.9	12.8	2,778	10,834
Ocean	101,574	27,452	3.7	21.1	5,792	21,430
Salem	33,257	7,918	4.2	18.7	1,481	6,072
Somerset	73,997	18,048	4.1	4.6	830	3,237
Sussex	41,101	10,539	3.9	10.2	1,075	4,193
Warren	35,866	9,694	3.7	9.9	960	3,552
Total	860,486	218,148			29,759	115,619

Based on Farmers Home Administration Survey and 1960 Census, and 1967 population estimates developed by Department of Conservation and Economic Development.

Rural Manpower Development Program

Vocational Evaluation Center
Cumulative Rating Criteria

Client: ______________________________ Date: ____________________

A. Attitude Toward Evaluation Services

Use the following as guides in rating attitude toward Evaluation Services:

Negative -- Not interested in being involved in that part of the program. Voices objections to participating. Has to be prodded.

Indifferent -- Goes along with and participates in that part of the program but does seem to care whether or not he is involved.

Positive -- Shows interest in that part of the program. Actively participates.

	Negative	Indifferent	Positive
Work Evaluation			
Upon Entering	( )	( )	( )
Upon Leaving	( )	( )	( )
Counselling			
Upon Entering	( )	( )	( )
Upon Leaving	( )	( )	( )
Testing	( )	( )	( )
Education	( )	( )	( )

B. Place a check in the section which most accurately describes the evaluee in the areas listed:

1. Ability to relate to Supervision:
Consider the extent to which the evaluee reacts to the instructions given by the Supervisor.

Verbal objections, defies authority	Passive resistance	Co-operates	usually accepts authority	always accepts authority	Not observed

2. Ability to work with co-workers in getting the job done:
Consider the extent to which the evaluee either helps to promote team work or tends to interfere with the work of others.

Obstructive	Causes some disruptions	Co-operative	Promotes harmony	Actively organizes group	Not observed

3. Amount of Supervision required:
Consider the extent to which he can work independently and complete the job after it has been explained. (If it varies greatly from job to job mark the highest and lowest rating.)

Always Needs Help	Often	Sometimes needs help.	Rarely	Never Needs Help	Not observed

4. Personal Appearance and Cleanliness (consider what is appropriate for the job.)

Needs a great deal of improvement	Some improvement or not appropriate	Acceptable or appropriate	Very Good	Excellent

5. Degree of Self-Confidence:
Consider the evaluee's feelings of adequacy in work and social situations. Degree he needs to be reassured. Ability to cope with new experiences. Ability to adjust to changes in his environment.

Needs constant reassurance	Often hesitates, unsure	Generally self reliant	Adjusts Easily	Very Self-confident	Not observed

6. Integrity
Consider the evaluee's tendency to tell the truth. Degree he resorts to lies and making up stories.

Not Dependable	Questionable at times	Generally honest	Reliable	Consistently trustworthly	Not observed

7. Respect for property:
Consider the evaluee's use of equipment on the job and his respect for the property of fellow workers.

No regard for property of others	Slight disregard	respects property of others	Very careful with tools and property of others	Extremely careful	Not observed

8. Ability to Accept Criticism:
Consider the degree to which the evaluee accepts suggestions and constructive criticism. The extent to which he understands the suggestions and uses them to improve his work habits and behavior.

Reacts against suggestions	Often ignores	Normally accepts criticism	Often tries to relate	Always understands suggestions and uses for self improvement	Not observed

9. Desire to obtain regular employment: (check one)

______ Desires regular employment and understands the responsibilities of accepting a job.

______ Desires regular employment but does not have realistic ideas of the requirements.

______ Not willing to accept the responsibilities of a full time job.

______ Not sure that he wants to accept regular employment. Undecided.

Submitted By ______________________

Position ______________________

Rural Manpower Development Program
Field Rating Criteria

Enrollee: ______________________________ Date: ______________________

Place a check in the section which most accurately describes the enrollee in the areas listed:

1. Quality of Work: Consider accuracy. Ability to produce work free from error. Ability to detect errors. (If it varies greatly from job to job, mark the highest and lowest rating.)	Practically Worthless Work	Careless, much time needed for correction	Careful, some correction needed	Very Careful	Extremely Accurate	Not Observed
2. Amount of Work Produced: Consider the speed with which the work is accomplished. The quanity of work produced in a given time.	Unacceptable	Needs Improvement	Good	Very Good	Exceptional	Not Observed
3. Ability to relate to Supervision: Consider the extent to which the evaluee reacts to the instructions given by the Supervisor.	Verbal objections, defies authority	Passive resistance	Cooperates	Usually accepts authority	Always accepts authority	Not Observed
4. Ability to work with co-workers in getting the job done: Consider the extent to which the evaluee either helps to promote team work or tends to interfere with the work of others.	Obstructive	Causes some disruptions	Cooperative	Promotes harmony	Actively organizes group	Not Observed

5. Amount of supervision required: Consider the extent to which he can work independently and complete the job after it has been explained. (If it varies greatly from job to job, mark the highest and lowest rating.)	Always needs help	Often	Sometimes needs help	Rarely	Never needs help	Not Observed
6. Personal Appearance and Cleanliness (Consider what is appropriate for the job.)	Needs a great deal of improvement	Some improvement or not appropriate	Acceptable or appropriate	Very Good	Excellent	
7. Degree of self-confidence: Consider the evaluee's feelings of adequacy in work and social situations. Degree he needs to be reassured. Ability to cope with new experiences. Ability to adjust to changes in his environment.	Needs constant reassurance	Often hesitates, unsure	Generally self-reliant	Adjusts easily	Very self-confident	Not Observed
8. Integrity: Consider the evaluee's tendency to tell the truth. Degree he resorts to lies and making up stories.	Not Dependable	Questionable at times	Generally honest	Reliable	Consistently trustworthy	Not Observed
9. Respect for property: Consider the evaluee's use of equipment on the job and his respect for the property of fellow workers.	No regard for property of others	Slight disregard	Respects property of others	Very careful with tools and property of others	Extremely careful	Not Observed

10. Ability to accept criticism: Consider the degree to which the evaluee accepts suggestions and constructive criticism. The extent to which he understands the suggestions and uses them to improve his work habits and behavior.

Reacts against suggestions	Often ignores	Normally accepts criticism	Often tries to relate	Always understands suggestions and uses for self improvement	Not Observed

11. Desire to obtain regular employment: (check one)

_________ Desires regular employment and understands the responsibilities of accepting a job.

_________ Desires regular employment but does not have realistic ideas of the requirements.

_________ Not willing to accept the responsibilities of a full-time job.

_________ Not sure that he wants to accept regular employment. Undecided.

Submitted By ____________________

Position ____________________

New Jersey Office of Economic Opportunity
Rural Manpower Development Program

Employer Questionnaire

Employee: ______________________ Date: ______________________

Position: ______________________ Hourly Rate: ______________ Weekly Income: ______________

A. Evaluate the employee on the following factors:

1. Attendance
   Number of Days Absent ________
   Length of time Employed ________

2. Quality of Work:
   Consider the employee's ability to produce work free from error.

Practically Worthless Work	Careless, much time needed for correction	Careful, some correction needed	Very Careful	Extremely Accurate	Not observed

3. Amount of Work Produced:
   Consider the speed with which the work is accomplished. The quanity of work produced in a given time.

Unacceptable	Needs Improvement	Good	Very Good	Exceptional	Not observed

4. Work Tolerance:
   Consider the ability to hold up under work pressure.

Totally Lacking	Poor	Fair	Good	Excellent	Not observed

5. Ability to relate to Supervision:
   Consider the extent to which the employee reacts to the instructions given by the Supervisor.

Verbal objections, defies authority	Passive resistance	Co-operates	usually accepts authority	always accepts authority	Not observed

6. Ability to work with co-workers in getting the job done: Consider the extent to which the employee either helps to promote team work or tends to interfere with the work of others.	Obstructive	Causes some disruptions	Co-operative	Promotes harmony	Actively organizes group	Not observed
7. Amount of Supervision required: Consider the extent to which he can work independently and complete the job after it has been explained.	Always Needs Help	Often	Sometimes Needs Help	Rarely	Never Needs Help	Not observed
8. Degree of Self-Confidence: Consider the employee's feelings of adequacy in work and social situations. Degree he needs to be reassured. Ability to cope with new experiences. Ability to adjust to changes in his environment.	Needs constant reassurance	Often hesitates, unsure	Generally self reliant	Adjusts Easily	Very Self-confident	Not observed
9. Integrity: Consider the employee's tendency to tell the truth.	Not Dependable	Questionable at times	Generally honest	Reliable	Consistently trustworthy	Not observed
10. Respect for property: Consider the employee's use of equipment on the job and his respect for the property of fellow workers.	No regard for property of others	Slight disregard	Respects property of others	Very careful with tools and property of others	Extremely careful	Not observed
11. Personal Appearance and Cleanliness (consider what is appropriate for the job.)	Needs a great deal of improvement	Some improvement or not appropriate	Acceptable or	Very Good	Excellent	

Submitted by ______________________

Position